DOCUMENT RESUME

ED 084 643 EA 005 618

AUTHOR	Molloy, Larry
TITLE	Community/School: Sharing the Space and the Action. A Report.
INSTITUTION	Educational Facilities Labs., Inc., New York, N.Y.
PUB DATE	Nov 73
NOTE	98p.
AVAILABLE FROM	Educational Facilities Laboratories, Inc., 477 Madison Avenue, New York, NY 10022 ($3.00)
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	Administration; *Community Schools; Community Services; Educational Finance; Federal Legislation; Found Spaces; Legal Problems; Models; *Planning (Facilities); *School Community Relationship; *Shared Services
IDENTIFIERS	*Shared Facilities

ABSTRACT

There are many community schools now in planning or construction, and educational planners expect more in the future. As it becomes increasingly common for schools to reach out into the community and invite partnerships, the old attitudes that kept schools separate from their communities will be replaced by a concept of compatibility--that schools and communities have much to gain from one another. This publication details the procedures that will enable school districts to initiate and develop their own community schools. It discusses financing, planning, building, staffing, and operating facilities that are shared by schools, health services, parks and recreation, day care centers, senior citizens' services, and legal aid. (Author/MLF)

ED 084618

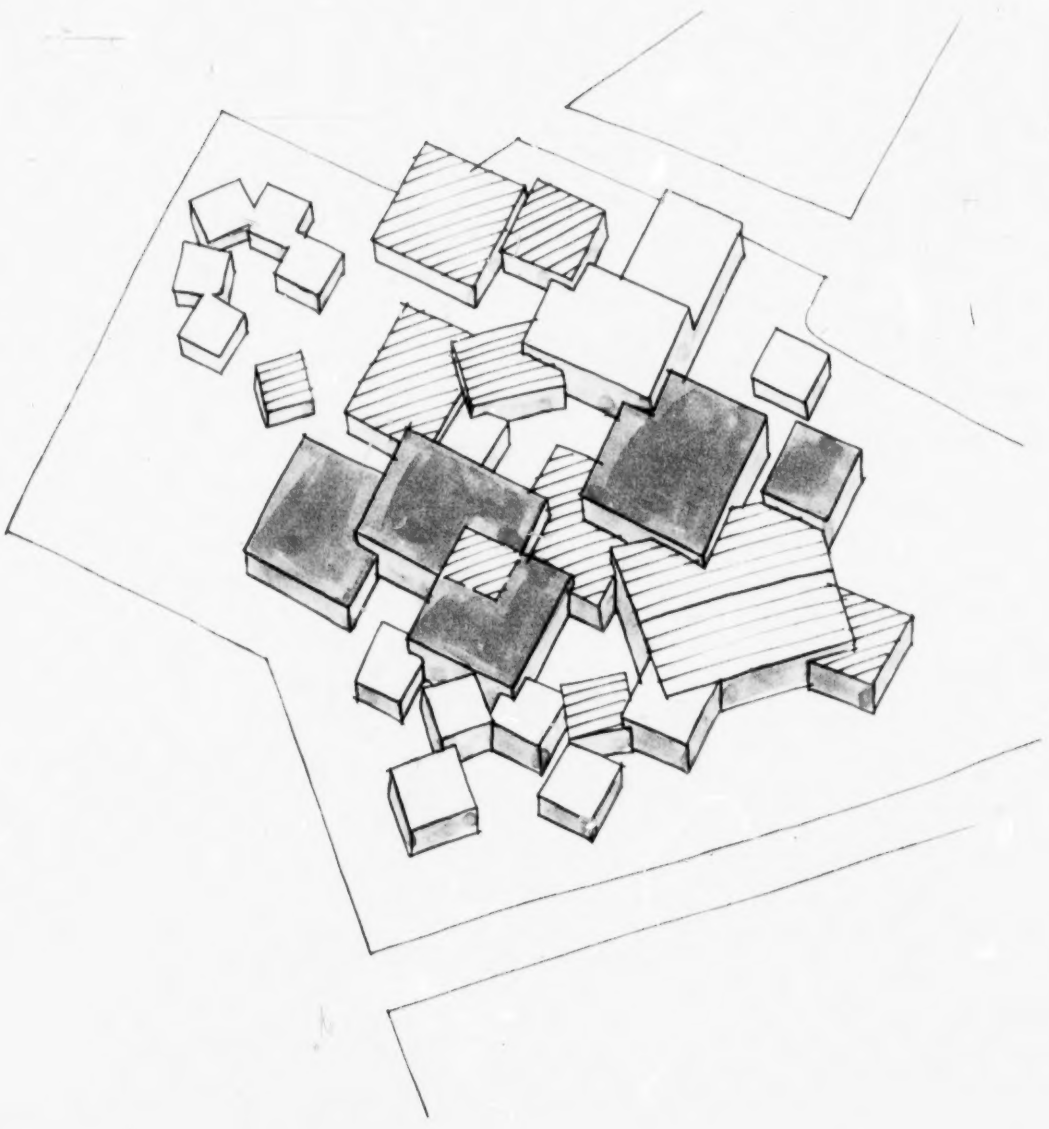
U.S. DEPARTMENT OF HEALTH
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY.

PERMISSION TO REPRODUCE THIS COPYRIGHTED MATERIAL HAS BEEN GRANTED BY

EFL

TO ERIC AND ORGANIZATIONS OPERATING UNDER AGREEMENTS WITH THE NATIONAL INSTITUTE OF EDUCATION. FURTHER REPRODUCTION OUTSIDE THE ERIC SYSTEM REQUIRES PERMISSION OF THE COPYRIGHT OWNER.

COMMUNITY/SCHOOL: SHARING THE SPACE AND THE ACTION



HA 005 618

A REPORT FROM EDUCATIONAL FACILITIES LABORATORIES

Board of Directors

J. E. Jonsson, Chairman
Honorary Chairman of the Board,
Texas Instruments, Inc.

Alvin C. Eurich, Vice Chairman
President, Academy for
Educational Development, Inc.

Clay P. Bedford, Director
Kaiser Industries

Morris Duane, Attorney,
Duane, Morris and Heckscher

Harold B. Gores, President,
Educational Facilities Laboratories

Cecil H. Green, Member of the Board,
Texas Instruments, Inc.

Philip M. Klutznick, Chairman of the
Executive Committee, Urban Investment
and Development Company

Martin Meyerson, President,
University of Pennsylvania

Milton C. Mumford, Director
and Former Chairman of the Board,
Lever Brothers Company

Howard S. Turner, Chairman of the
Board, Turner Construction Company

[illegible]in C. Willis,
[illegible]ducational Consultant

Officers

Harold B. Gores, President
Alan C. Green, Secretary and Treasurer

Staff

John R. Bolce, Project Director
Ben E. Graves, Project Director
Peter Green, Editor
Judith Handy, Research Associate
Larry Molloy, Project Director
Frances F. Shaw, Librarian and
Research Associate
Lillian Sloves, Publications Associate
Danae Voltos, Information Associate
Mary C. Webb, Assistant Treasurer
Ruth Weinstock, Research Associate

Educational Facilities Laboratories, Inc.,
is a nonprofit corporation
established by The Ford Foundation
to help schools and colleges
with their physical problems by the
encouragement of research
and experimentation and the
dissemination of knowledge regarding
educational facilities.

CONTENTS

4 **1/The Community School Movement:** Discusses new pressures reshaping the American schoolhouse.

10 **2/Community/Schools:** Reviews three working examples of a new school form.

22 **3/Legalities, Liability, and Federal Legislation:** Discusses legalities, legislation, and judicial reforms affecting community/schools.

30 **4/Financing:** Discusses finances, how to acquire them, and new plans which better use public money.

40 **5/Planning:** Discusses new partnerships, resources, and planning procedures.

52 **6/Sharing the Space and the Action:** Discusses architecture, the mixture of school and community spaces, and shared usage.

70 **7/Administrative Models:** Discusses the administration of community/schools and new techniques for absolving common impediments.

80 **8/The Union of Community and School:** Sums up implications for new development and discusses the probable future.

94 **Appendices.**

"PERMISSION TO REPRODUCE THIS COPYRIGHTED MATERIAL HAS BEEN GRANTED BY

EFL

TO ERIC AND ORGANIZATIONS OPERATING UNDER AGREEMENTS WITH THE NATIONAL INSTITUTE OF EDUCATION. FURTHER REPRODUCTION OUTSIDE THE ERIC SYSTEM REQUIRES PERMISSION OF THE COPYRIGHT OWNER."

Copies of this publication are available for $3.00 from EFL, 477 Madison Avenue, New York, N.Y. 10022.

Library of Congress Catalog No. 73-90337
First Printing, November 1973

© 1973 by Educational Facilities Laboratories, Inc.

FOREWORD

The slash mark in this book's title, *Community/School*, does more than separate two words; it distinguishes two entirely different concepts in the use of educational facilities. Community schools simply open their doors to the public after school hours. Community/schools do not differentiate between school hours and public hours because the entire building is operated for the benefit of people of all ages in the community and is paid for and operated by educational and other public service agencies.

This book details the procedures that will enable school districts to initiate and develop their own community/schools. It discusses financing, planning, building, staffing and operating facilities that are shared by schools, health services, parks and recreation, day care centers, senior citizens services and legal aid.

Schools and community service agencies share spaces and programs for a variety of reasons: solving the twin problems caused by shrinking civic finances and expanding needs; providing compensatory services to the poor, disabled and minority citizens; and providing opportunities for people of all ages to become part of the activities of their community. But whatever the reason, schools and service organizations are discovering that community/school planning can make significant differences in the economy and productivity of local services.

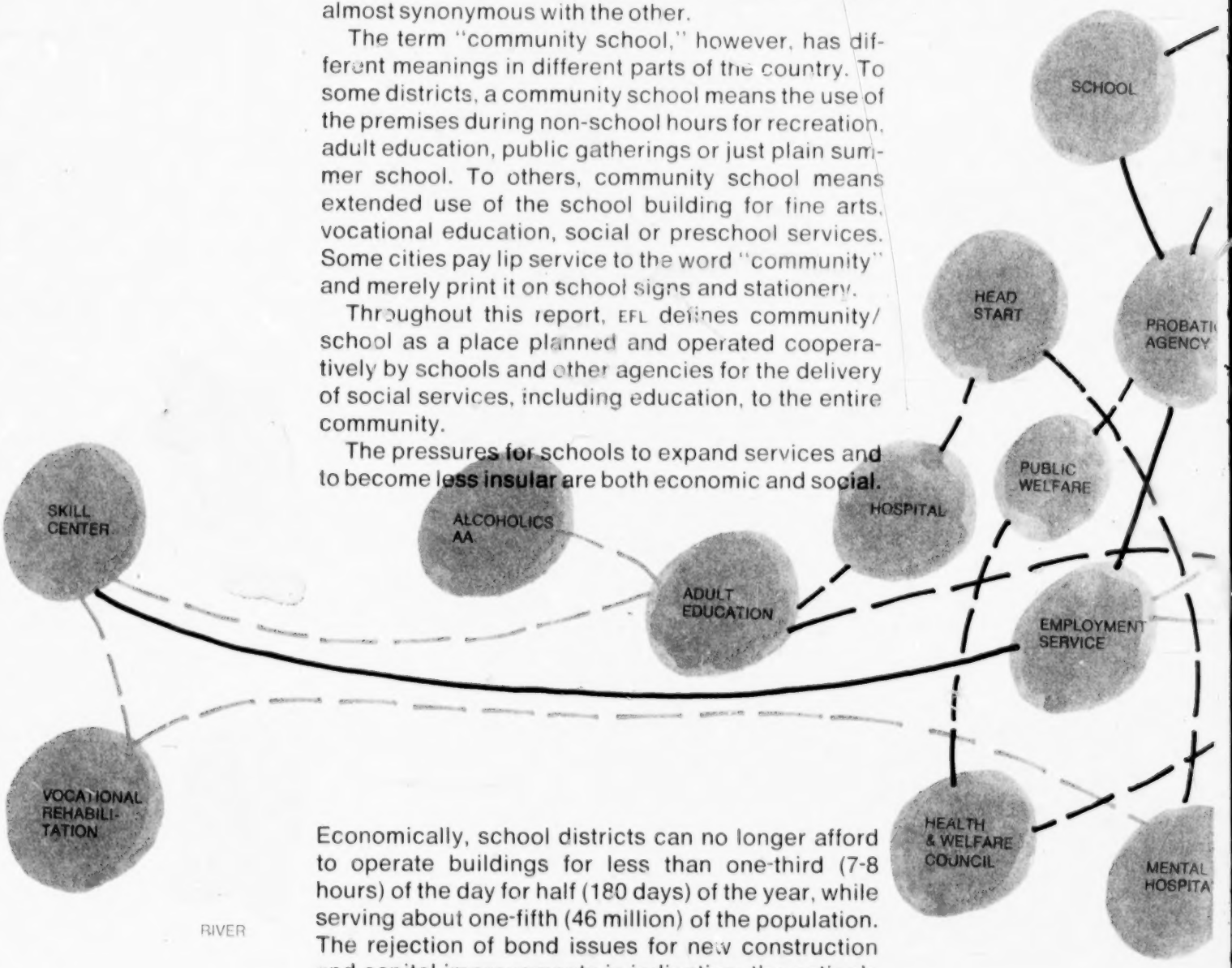
Community/School: Sharing the Space and the Action was written by Larry Molloy, an EFL project director who has spent a great deal of time investigating the emerging relationships among schools, private industry and social services. The benefits these agencies may accrue by cooperating with each other are only now becoming evident. It is almost certain that future relationships will reveal even greater potential. EFL wishes to thank the hundreds of school officials, architects, city planners, and social service officers whose cooperation made this publication possible. EDUCATIONAL FACILITIES LABORATORIES

The community school movement among schools and other social services may be the most significant event in public education during the 1970's. Schools are beginning to seek out public agencies to share the costs and responsibilities of providing education, recreation and social services to their communities. Current successes in joint planning, funding, construction, management and use of space are bound to encourage other schools, and, as cooperation accelerates, the distinction between school and community services can be expected to fade until one is almost synonymous with the other.

The term "community school," however, has different meanings in different parts of the country. To some districts, a community school means the use of the premises during non-school hours for recreation, adult education, public gatherings or just plain summer school. To others, community school means extended use of the school building for fine arts, vocational education, social or preschool services. Some cities pay lip service to the word "community" and merely print it on school signs and stationery.

Throughout this report, EFL defines community/school as a place planned and operated cooperatively by schools and other agencies for the delivery of social services, including education, to the entire community.

The pressures for schools to expand services and to become less insular are both economic and social.



Economically, school districts can no longer afford to operate buildings for less than one-third (7-8 hours) of the day for half (180 days) of the year, while serving about one-fifth (46 million) of the population. The rejection of bond issues for new construction and capital improvements is indicative; the nation's voters today are turning down more than 50% of such proposals. At that, this rate of rejection is deceptive: many school districts, sensing defeat, eliminate proposals before they reach the ballot. Without such self-elimination, the rate of rejection would be substantially higher.

The budgets of other service agencies are under

similar pressure. And the blame can't be attributed solely to taxpayer response in a period of inflation. Some of the resistance derives from the Balkanization of community services. So many of these compete with each other for the same public dollar, and fail to share those elements, including facilities, which are most alike and need not be duplicated. The community/school, by encouraging cooperative alliances, offers a synergism that promises higher productivity for all community services.

Socially, there is pressure on schools to expand services. To give but one example: a federal court for the District of Columbia has ruled that public schools must begin serving all handicapped students in 1972. Such decisions will force many schools to accept students who need new kinds of services and specially trained personnel.

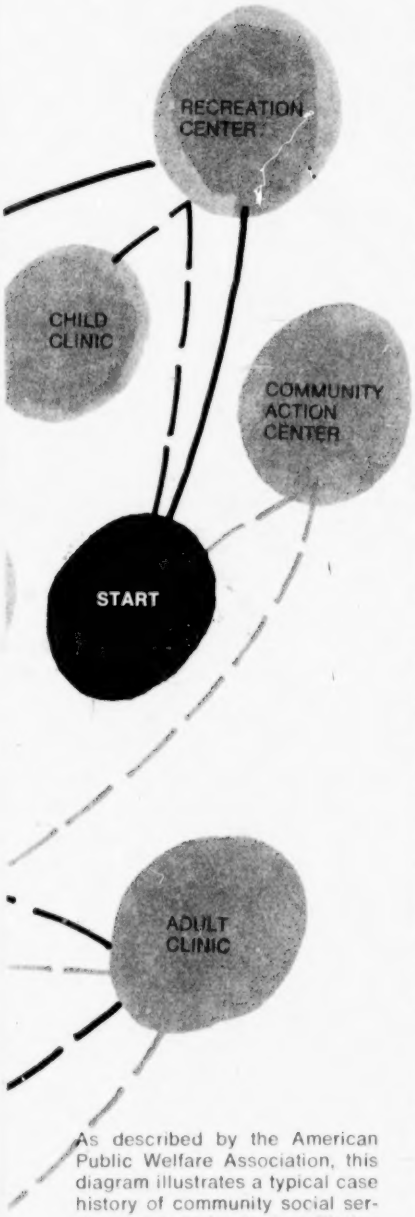
In addition, federal, state, and local governments are encouraging cooperative alliances. Because they are questioning educational appropriations, these governments have caused many schools to cut back on services, personnel, and programs. Some schools are seeking to avert these cuts by finding partners to share the burden of distributing education and other social services to their communities.

Changing social attitudes, as much as financial cutbacks, are helping to create a climate favorable to community/schools. The realization that learning takes place in many activities outside the classroom is giving new meaning to community education. So is the growing awareness that learning is dependent upon the quality of the learner's home life, health, recreation, social activity, and environment. Acceptance of the concept of education as lifetime learning, to be pursued by the adult and the handicapped as well as the young and the gifted is also contributing to the rationale for community education.

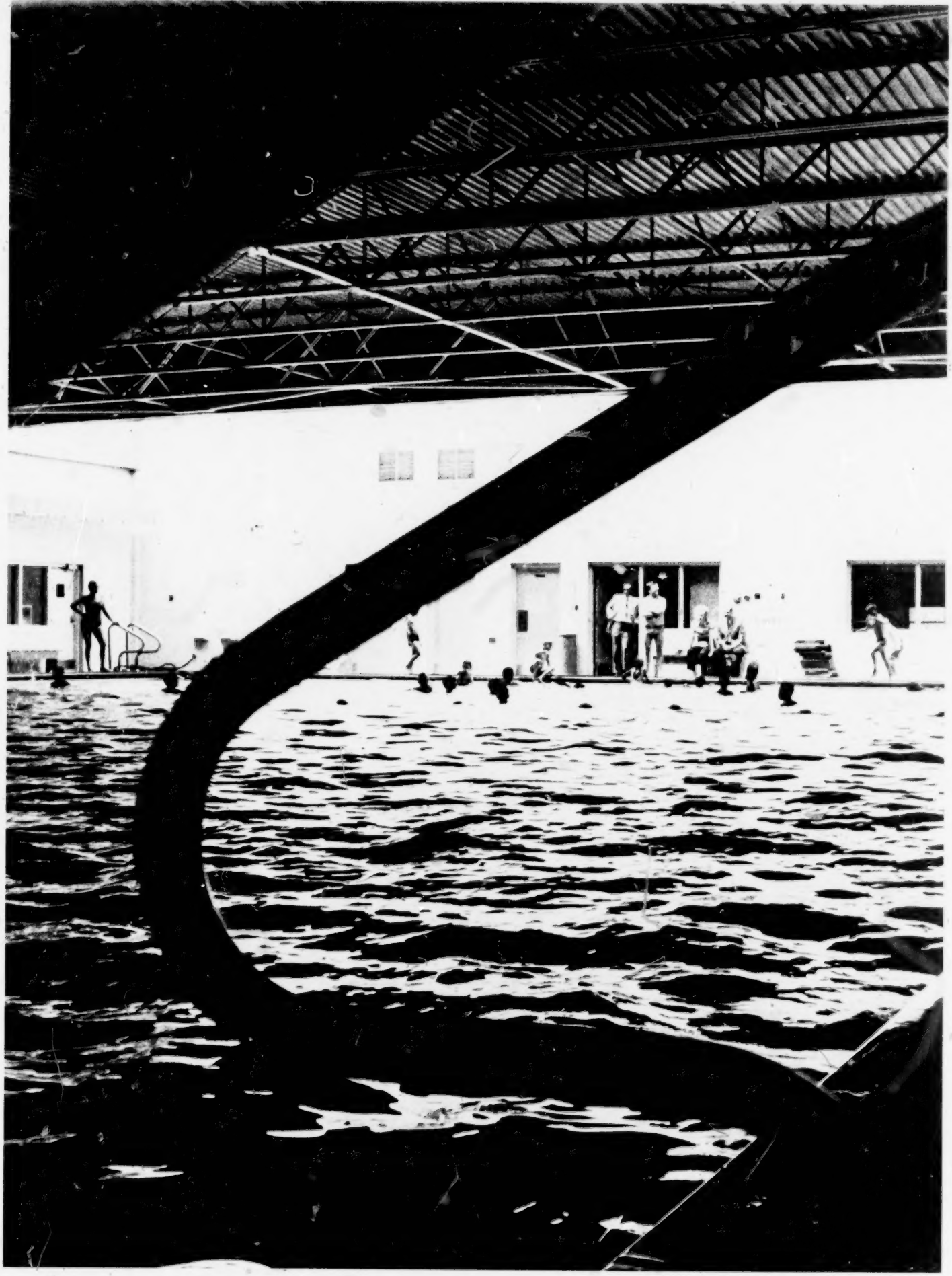
Perhaps the healthiest sign of all is that educators are sensing that schools, by themselves, cannot be all things to all people. If the diversified needs of residents are going to be met with integrated programs capable of administering to a single individual's many interrelated problems, schools must share responsibilities with other agencies in the community. The federal government may accept a share of this burden, pending community schools legislation favors the development of expanded community education programs.

This idea of cooperation between school and community is not new, but its implementation, beyond the occasional leasing of school buildings for civic activities, has been rare. Yet cooperation between the school and other institutions is generally acknowledged to have the potential to:

- Save money or make it go further.
- Avoid duplication of effort.



As described by the American Public Welfare Association, this diagram illustrates a typical case history of community social service—a tangled web of conflicting entry requirements and red tape. An unemployed and alcoholic father (dotted brown), an unwell mother (dotted black), caring for a mentally retarded child, and their son (solid black), a high school drop-out on juvenile probation, each searches for widely dispersed services in a typical urban environment.



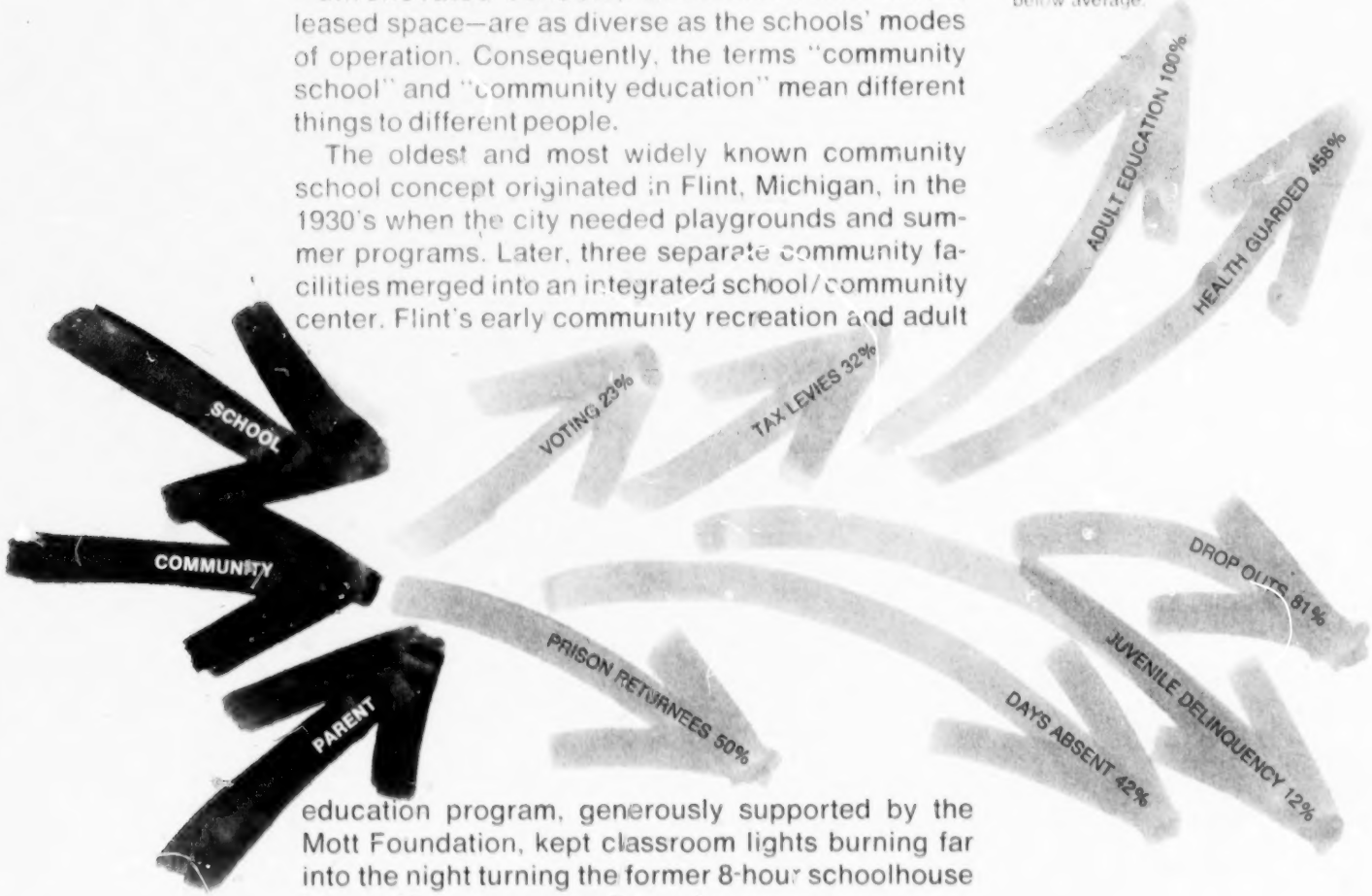
During warm weather, the roof of Flint's school and community swimming pool is retracted for running and open air recreation.

- Make better use of resources (staff, finances and facilities).
- Aggregate diverse expertise and experience for the benefit of a large constituency.
- Offer many options to faculty and students.
- Provide contacts between persons of different ages and ethnic backgrounds.
- Coordinate educational and recreational activities with health and social welfare agencies to help citizens identify and use the services available in a community.
- Serve new kinds of people and thereby broaden public support for education.

Until recently, however, no one has done much about putting all these services together. Now a pattern is beginning to develop. At this writing there are hundreds of school districts running community school programs. The majority have grown gradually and are still developing, moving from the simple sharing of space or staff into other areas of collaboration, even to experiments with joint financing, management and programing. The buildings they occupy —unrenovated schools, modernized structures, leased space—are as diverse as the schools' modes of operation. Consequently, the terms "community school" and "community education" mean different things to different people.

The oldest and most widely known community school concept originated in Flint, Michigan, in the 1930's when the city needed playgrounds and summer programs. Later, three separate community facilities merged into an integrated school/community center. Flint's early community recreation and adult education program, generously supported by the Mott Foundation, kept classroom lights burning far into the night turning the former 8-hour schoolhouse into an 18-hour community center.

Since 1935, Flint, Michigan and the Mott Foundation have documented social improvement patterns and compared these with national statistics. This diagram shows, for example, that adult education in Flint increased 100% more than the average for comparable cities, and that school absences dropped 42% below average.



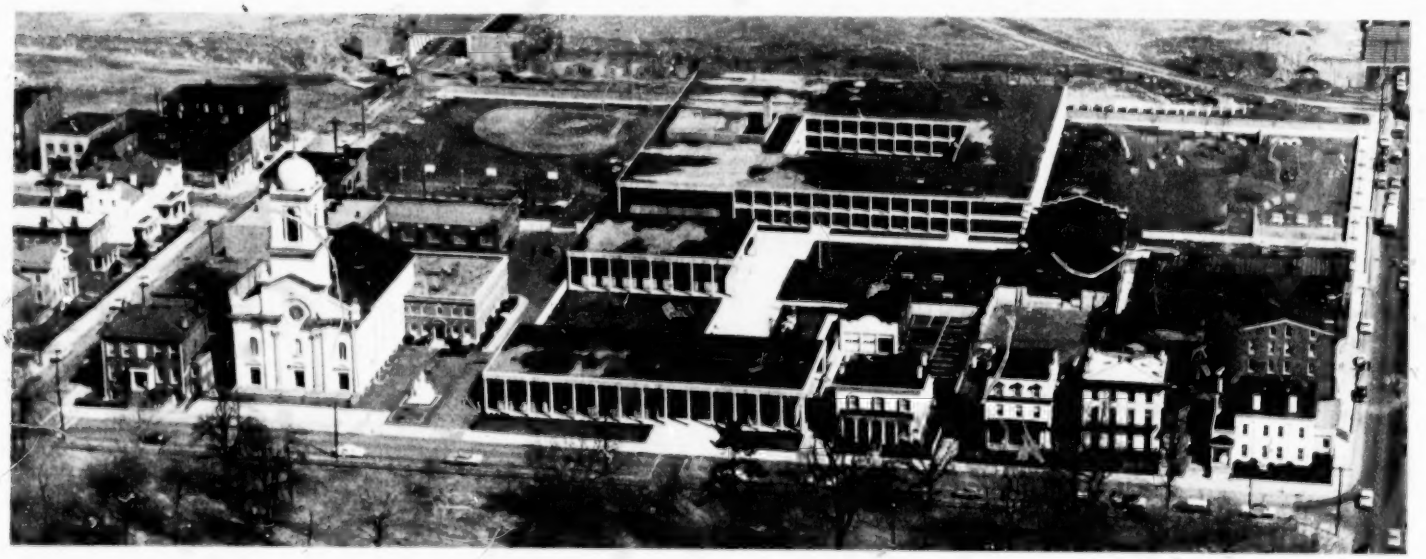
During 38 years of community education, Flint has reported significant improvements in preventive health, voting frequency and approval of bond issues. There is less juvenile delinquency and absenteeism, and vandalism has dropped. The number of

school dropouts went down 80%, while the number of second offenders returned to prison dwindled to half. Enrollment in adult education has increased at double the national rate.

As Flint's program evolved, it continued to enjoy Mott Foundation support. In 1970, grants to the Flint Public School system for community education programs exceeded $5 million. However, most community school programs do not have outside funding of this magnitude. In most cases the school district cooperating with other participating agencies, finances the community education program.

Community education, however, does not require large amounts of money before cooperation can begin, nor are benefits restricted to large urban communities with many agencies and big budgets. A distinguishing feature of community education is that it does not require new forms of service. Rather, it demands unified delivery of the many separate assistance and relief programs, cooperation between personnel and aggregation of funding.

In 1935, community education cost Flint nothing; the school district simply allowed the community program to use playgrounds and facilities at night and during the summer. By the early 1950's, the program had grown so complex that a new administrative position, the community school coordinator, was established at each school in order to run the after hours program. Until the early 1960's, however, a community schoolhouse was designed in the same manner using the same components as an ordinary school building. In 1962, New Haven, Connecticut, establishing a new form for the community school, built the Conte Community School—a community educational park that includes classrooms, shared recreational space, and buildings designed specifically for community use.



New Haven revolutionized the archetypal "lighted schoolhouse" by constructing a community school educational park, the Harry A. Conte Community School, with separate buildings serving a diversified constituency.

Today, a few schools jointly planned and established by representatives of school and community

are housed in new buildings designed explicitly to accommodate integrated programs. These schools are noteworthy because, in addition to school and community facilities, much of their space is held in common by school and community organizations who share its use. Three working examples of such joint architecture are:

- John F. Kennedy School and Community Center, Atlanta, Georgia
- Thomas Jefferson Junior High School and Community Center, Arlington, Virginia
- Whitmer Human Resources Center, Pontiac, Michigan

Each of these, as the title "center" implies, together with 50 others discussed in this publication, provide school and community services to their neighborhoods. Each is run as a partnership, with unified control and operation, and each occupies a facility that was designed and built to the joint specifications of the tenants.

There are other characteristics which distinguish these three centers as pace-setters in the community school movement:

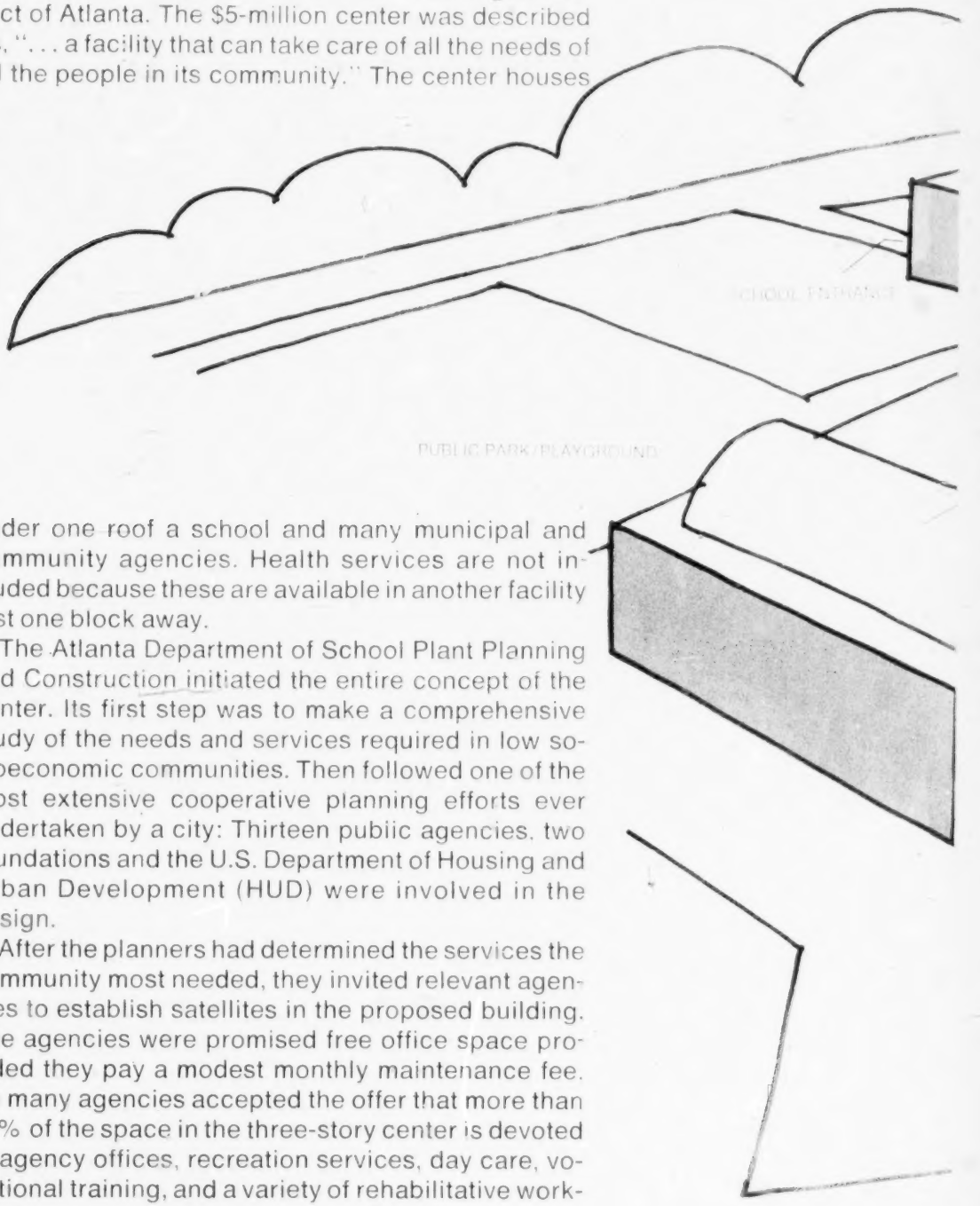
- Both school and community representatives planned the building and both continue to take part in its administration.
- A joint financing mechanism, instead of separate budgets of the participants, provides a greater amount of capital financing plus more stable support for future activities.
- Joint operation of the centers is based on a businesslike agreement or contract between the public bodies involved, and
- A centralized administration acts as liaison and mediator between agencies and users and assists in integrating programs.

These schools' primary mission to educate has not changed, but in each case there are more options for learning and better use of resources making it possible to reach persons not previously interested in education. Their programs are coordinated and in some cases integrated with the school's curriculum. Many of these programs can now be funded on a long-range instead of a one-time basis. Productivity has increased through greater use of the physical plant, more efficient programing, and innovative approaches to total learning which few schools can undertake alone.

Unquestionably, these three centers demonstrate an unusual commitment to cooperation. They cannot serve as a universal model because each community must devise its own community school to fit its particular needs and resources. But, what has happened in Atlanta, Arlington, and Pontiac can provide guidance to other schools and communities interested in new forms of community education.

There's no hard and fast pattern for facilities shared by a school and other social services since each cooperative alliance has to be tailored to suit the needs of its community. The three pioneering examples that follow all have common goals but differ from one another because of their varied constituencies. The Kennedy Center provides services for a well-defined neighborhood in a city: the Whitmer Human Resources Center serves an entire city; and the Thomas Jefferson Center serves a suburban district with varied income levels.

The John F. Kennedy School and Community Center opened in early 1971 in the Nash-Washington district of Atlanta. The $5-million center was described as, "... a facility that can take care of all the needs of all the people in its community." The center houses under one roof a school and many municipal and community agencies. Health services are not included because these are available in another facility just one block away.



Services and programs provided in Kennedy Center

Activities for senior citizens
Adult basic education
Area I Superintendent of Schools
Child day-care
Community Action Program
Educable Mentally Retarded program
Employment job training and counseling
Housing and home management
Housing relocation
Housing code
Social Security
Legal aid
Middle school program (grades 6-8)
Municipal information
Pre-kindergarten program
Public recreation
Sheltered workshop for TMR
Vocational education program
Welfare Casework
Volunteer community service program
Active Daily Living Center
Distribution of government surplus foods

Note: Health services are one block away in existing Neighborhood Union Health Center operated by the Public Health Department of Fulton County.

The Atlanta Department of School Plant Planning and Construction initiated the entire concept of the center. Its first step was to make a comprehensive study of the needs and services required in low socioeconomic communities. Then followed one of the most extensive cooperative planning efforts ever undertaken by a city: Thirteen public agencies, two foundations and the U.S. Department of Housing and Urban Development (HUD) were involved in the design.

After the planners had determined the services the community most needed, they invited relevant agencies to establish satellites in the proposed building. The agencies were promised free office space provided they pay a modest monthly maintenance fee. So many agencies accepted the offer that more than 45% of the space in the three-story center is devoted to agency offices, recreation services, day care, vocational training, and a variety of rehabilitative workshops.

The community has free use of most of the facilities at all times of the day (members of the community eat lunch with school children, for example) and full use of the entire center after 3 p.m. Having all the service facilities located in one center is both a convenience and an economy for Nash-Washington residents since most of them use public transportation to travel around the city.

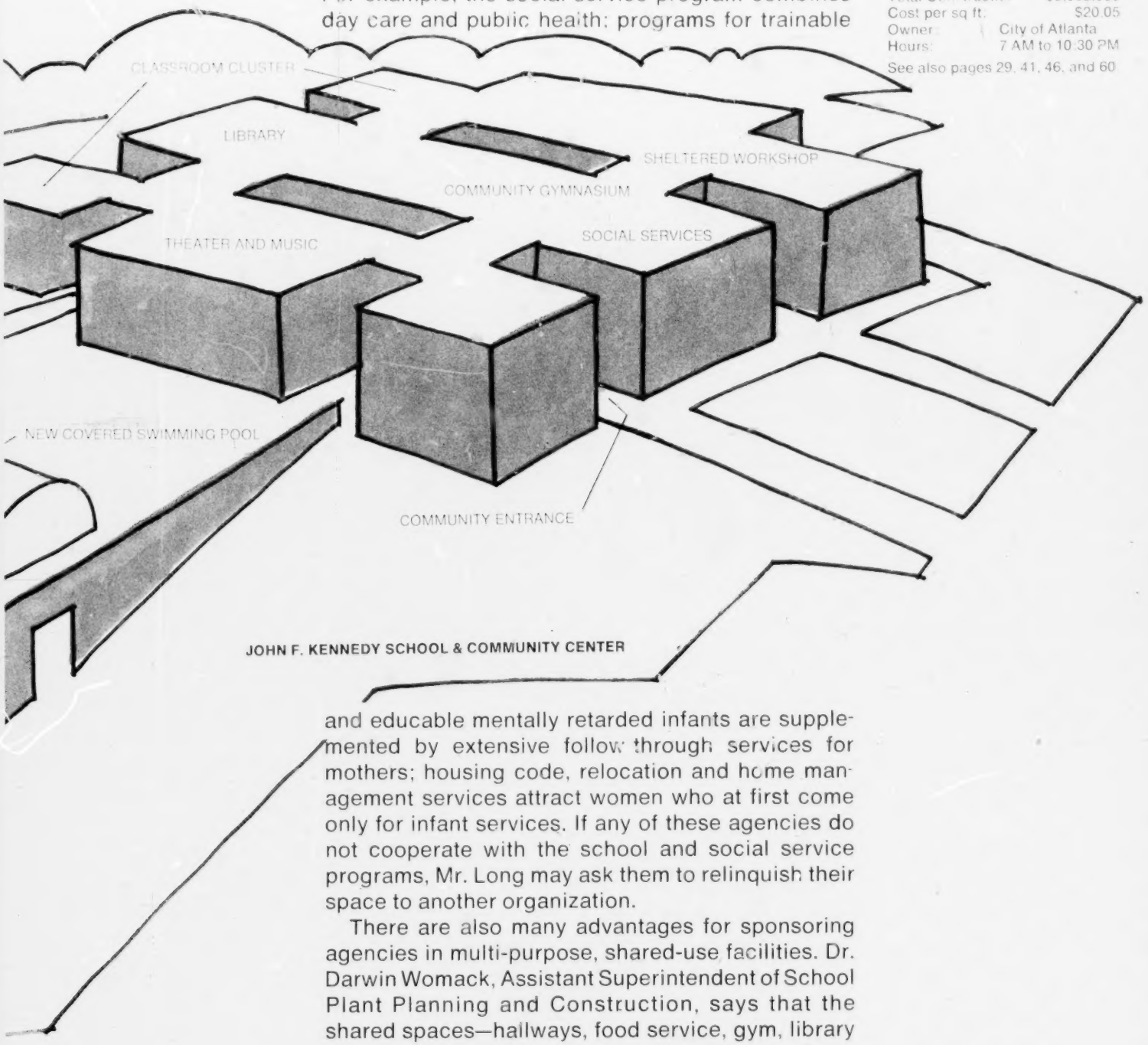
All public services are integrated by a single administration. Ralph Long, the Community School Director, meets weekly with all the center's community service directors to promote working alliances among the disparate federal, state and city programs. For example, the social service program combines day care and public health; programs for trainable and educable mentally retarded infants are supplemented by extensive follow through services for mothers; housing code, relocation and home management services attract women who at first come only for infant services. If any of these agencies do not cooperate with the school and social service programs, Mr. Long may ask them to relinquish their space to another organization.

There are also many advantages for sponsoring agencies in multi-purpose, shared-use facilities. Dr. Darwin Womack, Assistant Superintendent of School Plant Planning and Construction, says that the shared spaces—hallways, food service, gym, library—are only two-thirds larger than would have been needed if the building were only a school. The city

The John F. Kennedy School and Community Center

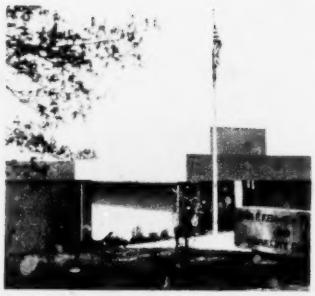
City:	Atlanta	
Enrollment:	1,050 students	
Grade level:	Middle School (6-8)	
Site:	5.1 acres	
Area:	School	100,000
	Community	125,000
Total sq ft:		225,000
Construction Costs:		
School Board Funds		$3,162,000
Private foundations		600,000
HUD grant		1,300,000
Total Construction		$5,062,000
Cost per sq ft:		$20.05
Owner:	City of Atlanta	
Hours:	7 AM to 10:30 PM	

See also pages 29, 41, 46, and 60

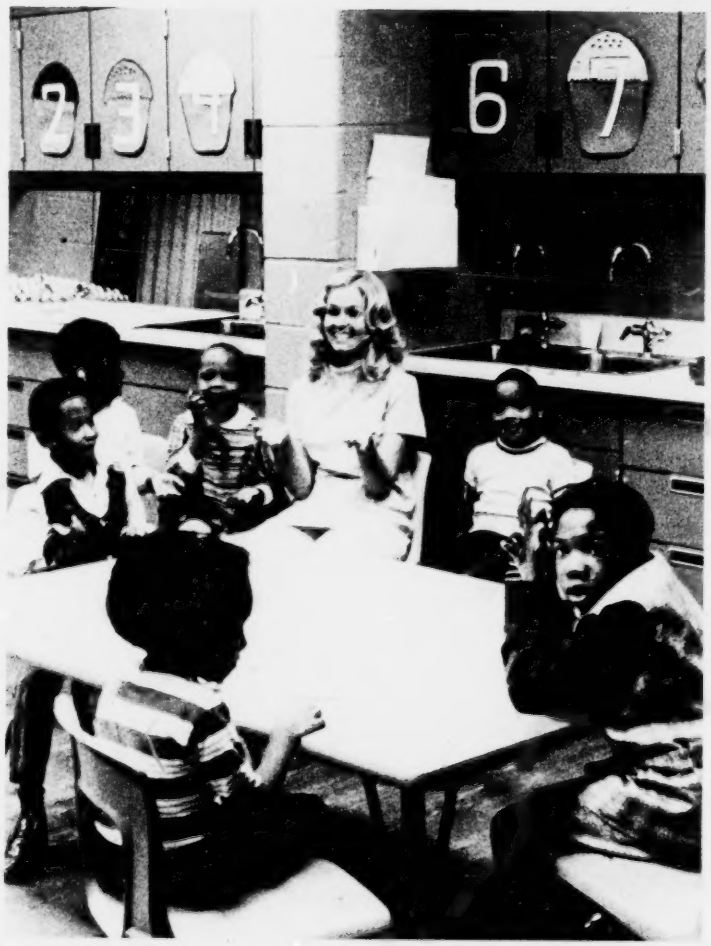


JOHN F. KENNEDY SCHOOL & COMMUNITY CENTER

saved five to 10 acres of land it would have used for three separate buildings. Joint maintenance and security saves everyone money, and extensive and continued public use of the facilities justifies making further improvements. Next year, for example, the Atlanta Department of Parks and Recreation will join the roster of agencies at the center and, in cooperation with the public schools, will build and operate an enclosed swimming pool and public park.



Social service and community agency offices also serve the entire South West Atlanta area.



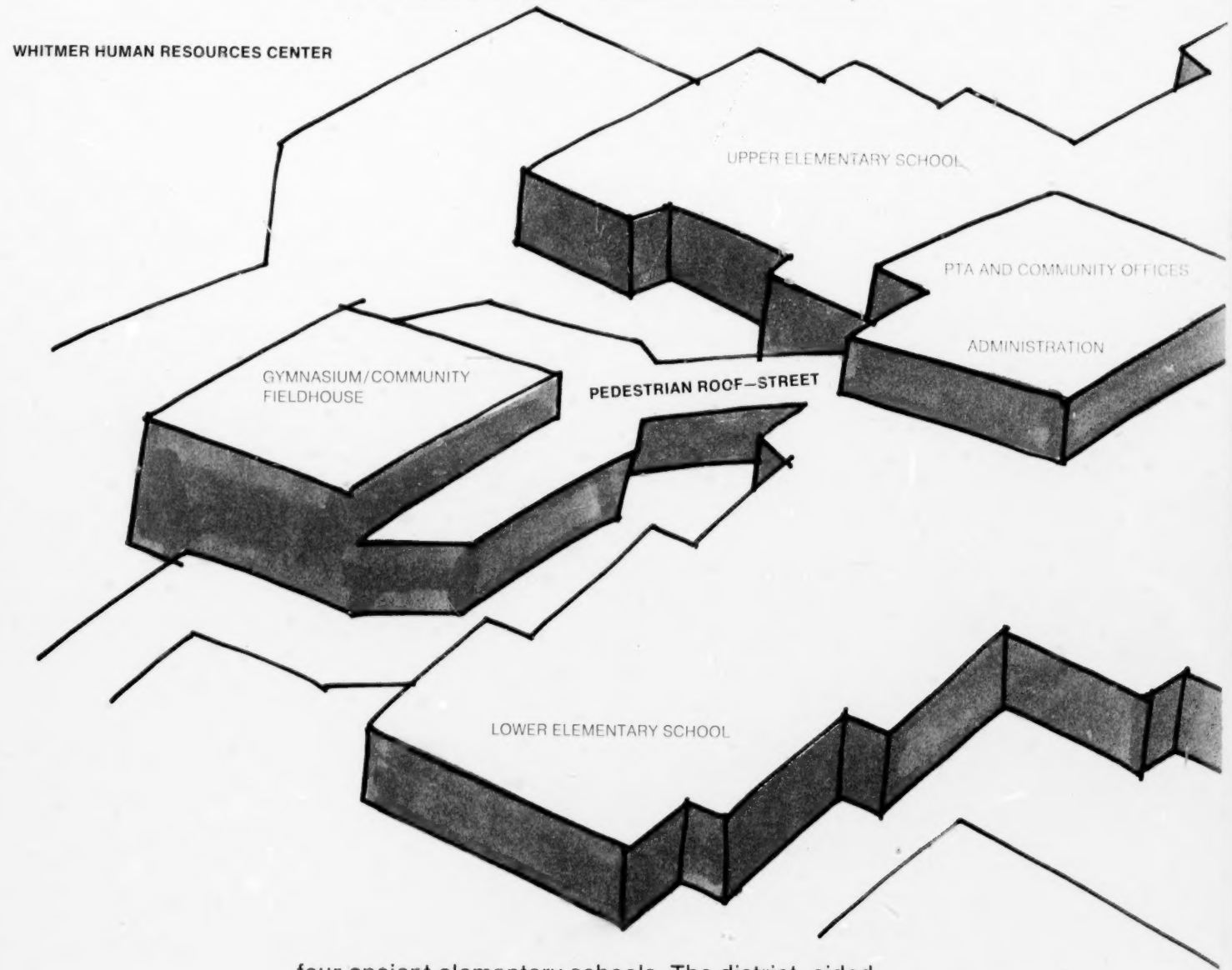
Special education (left) is an important community service. Parents who bring their children for such services often take advantage of adult education (right) and community programs while they wait.

FIRST FLOOR
J.F.K. CENTER DIRECTOR
DAY CARE CENTER
FULTON COUNTY DEPARTMENT OF FAMILY SERVICES
VOCATIONAL AND REHABILITATION SERVICES
HOUSING INSPECTOR
VINE CITY NEIGHBORHOOD DEVELOPMENT PROGRAM
COMMUNITY SCHOOL DIRECTOR
SECOND FLOOR
CAFETERIA
GYMNASIUM
AUDITORIUM
E.O.A. NASH WASHINGTON NEIGHBORHOOD SERVICE CENTER
SENIOR CITIZENS
PARKS AND RECREATION DEPARTMENT
VOCATIONAL AND REHABILITATION
AREA ONE SUPERINTENDENT
THIRD FLOOR
J.F.K. MIDDLE SCHOOL
SCHOOL PRINCIPAL
LIBRARY

The Whitmer Human Resources Center in Pontiac, Michigan, is more than another inner-city community school; it is the hub of the city's downtown renewal project.

In 1966, Pontiac desperately needed a total redevelopment plan. The downtown area was a decaying urban core without a single grocery store for 10,000 inhabitants, 90% of whom vacated the city each year only to be replaced by new poor and homeless.

About 300 parents petitioned the board of education to replace a 69-year-old school, one of the city's

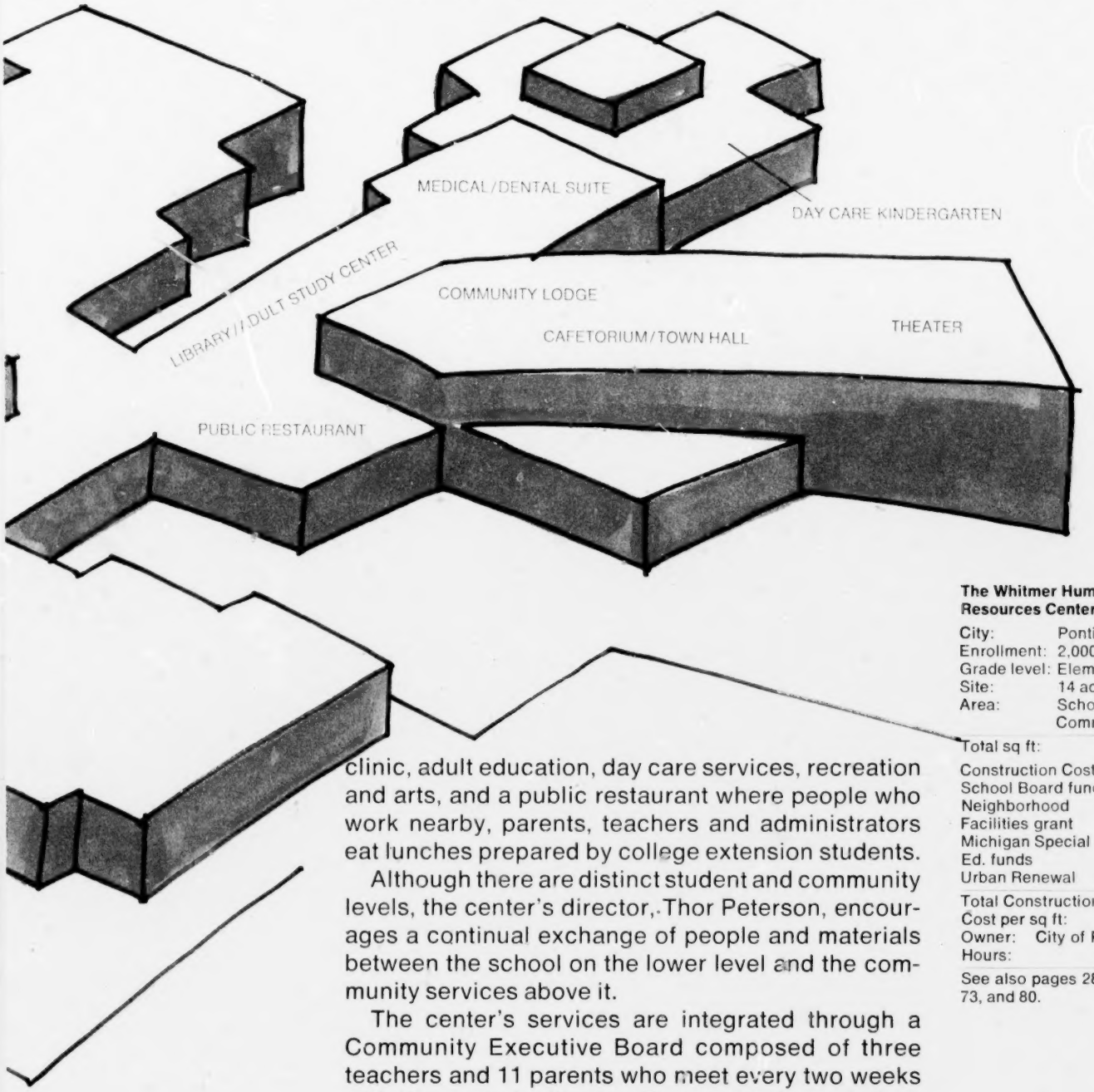


four ancient elementary schools. The district, aided with a $10,000 grant from the Mott Institute for Community Improvement, made an extensive investigation of the city's chronic social needs and concluded that a new school alone would not cure the social, racial and economic ills.

To help find solutions to the despair, EFL provided consultants who advised the school district to appoint a committee of 30 parents and community members from the four ailing elementary school neighborhoods. The committee, with professional

guidance from the consultants, drafted a list of 33 proposals. Of these, 32 became part of the center; a recommended swimming pool was dropped as too costly.

The center, which replaces the four elementary schools, also includes office space for 10 community agencies. Fifteen areas are shared by school and community programs, including a medical and dental clinic, adult education, day care services, recreation and arts, and a public restaurant where people who work nearby, parents, teachers and administrators eat lunches prepared by college extension students.



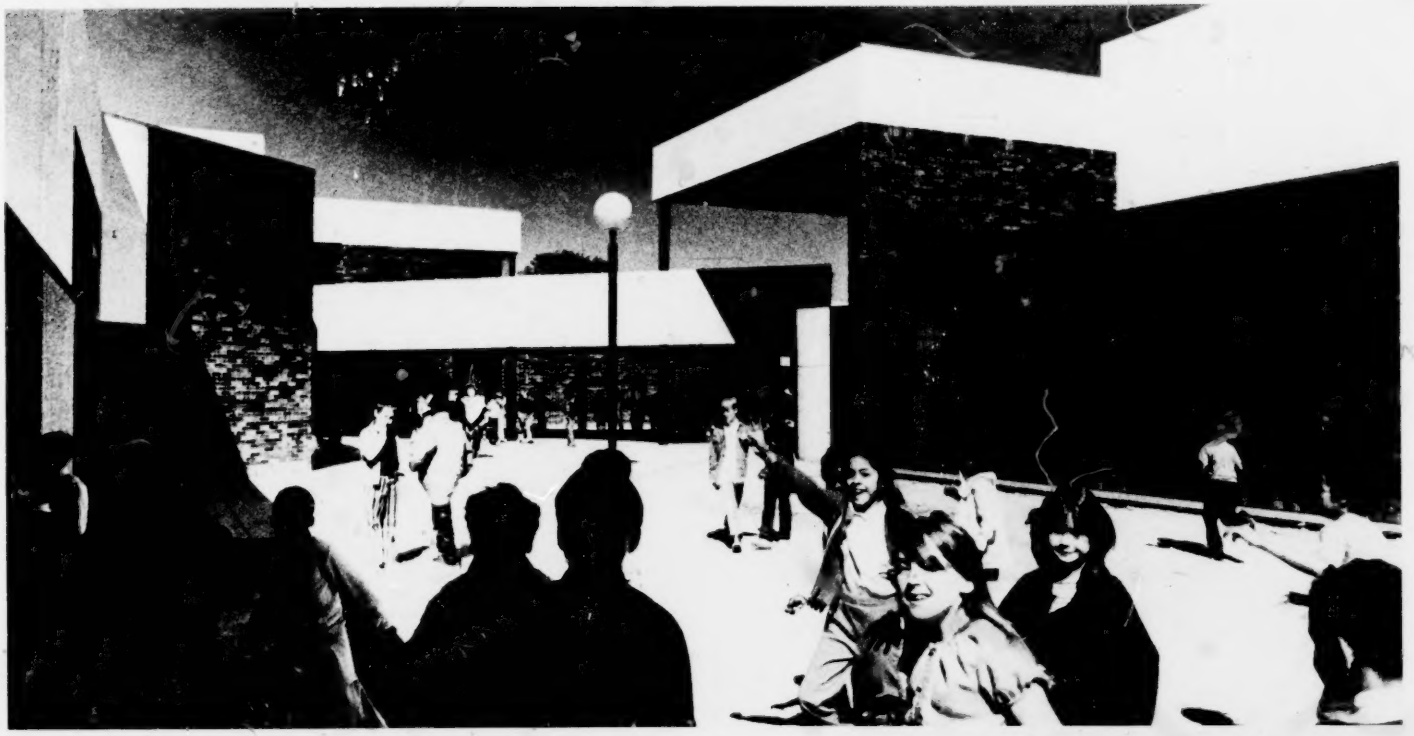
The Whitmer Human Resources Center

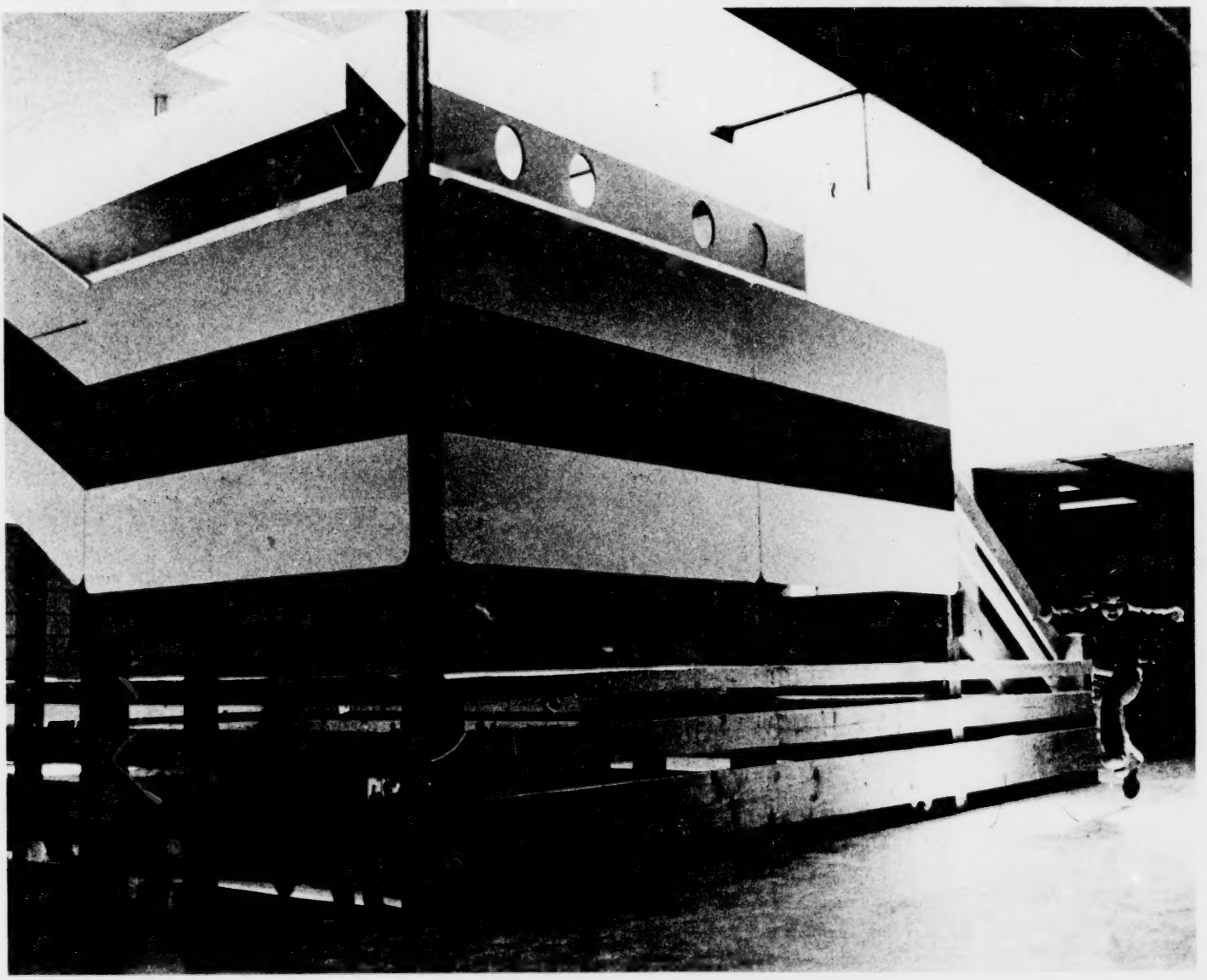
City:	Pontiac, Michigan	
Enrollment:	2,000 pupils	
Grade level:	Elementary	(1-5)
Site:	14 acres	
Area:	School	119,000
	Community	125,000
Total sq ft:		225,000
Construction Costs:		
School Board funds		$4,000,000
Neighborhood Facilities grant		1,500,000
Michigan Special Ed. funds		250,000
Urban Renewal		250,000
Total Construction:		$6,000,000
Cost per sq ft:		$34
Owner:	City of Pontiac Schools	
Hours:	7 AM to 10 PM	

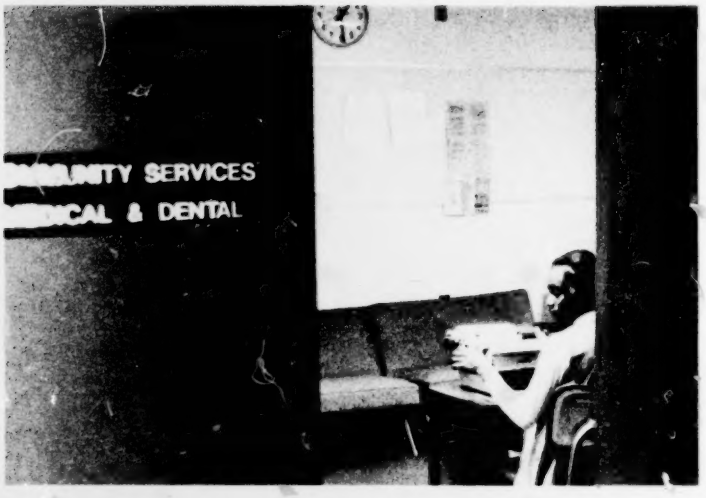
See also pages 28, 31, 44, 46, 65, 73, and 80.

Although there are distinct student and community levels, the center's director, Thor Peterson, encourages a continual exchange of people and materials between the school on the lower level and the community services above it.

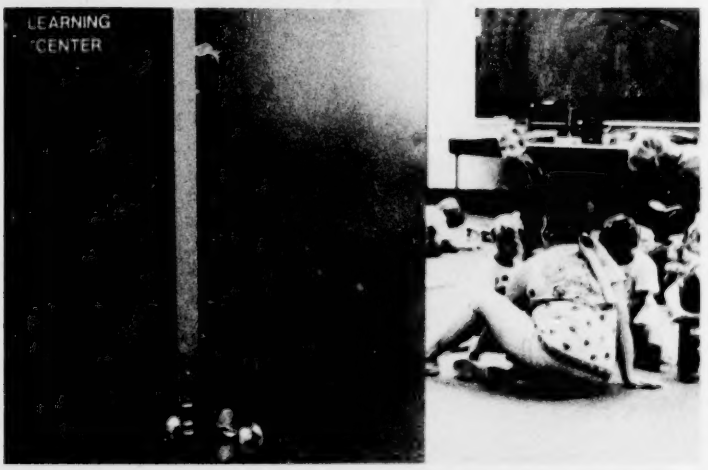
The center's services are integrated through a Community Executive Board composed of three teachers and 11 parents who meet every two weeks with the center's director. Representatives of every social agency sit ex officio at the meetings and 10 subcommittees of the board act as caretakers and advisors for specific programs such as early childhood, community services or the co-op grocery. Any citizen of Pontiac may join any subcommittee that interests him. In this manner, every city resident can join in the administration of at least some portion of the HRC program.







The Whitmer Human Resources Center is a local and regional center for health, social, and recreation services.



The Learning Center (right) houses special equipment and trained personnel in order to serve any child with a problem—from mild perceptual and emotional disorders to deafness and mental retardation.

The Department of Early Childhood's Play-Activity structure (left) was designed by parents and teachers, constructed by high school and college students, and serves day care, kindergarten and first grade pupils.

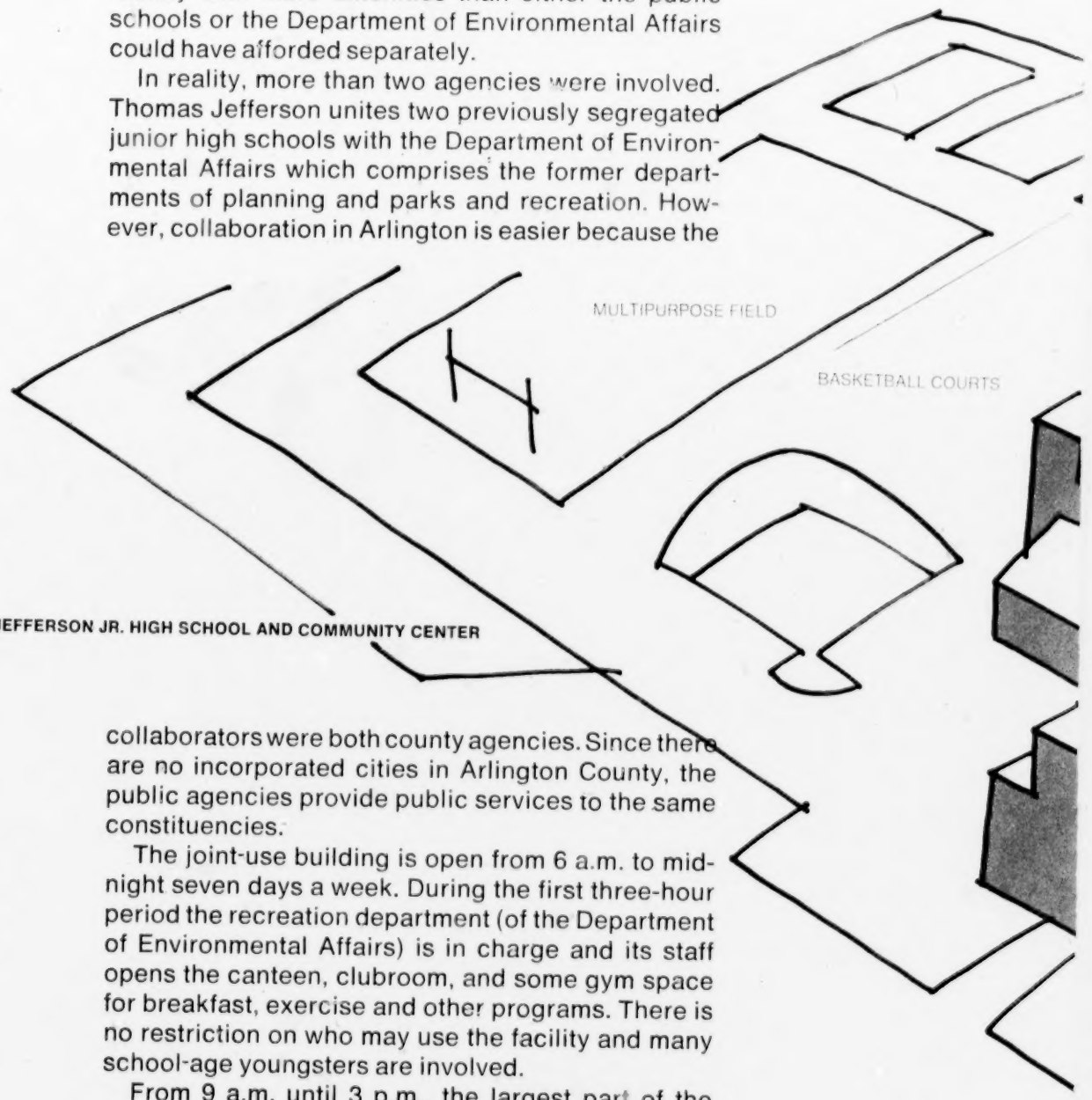
The school's special education program is an important example of how community involvement leads to in-service alliances and departmental innovation. Community agitation over the treatment of the educable mentally retarded encouraged the district to develop a curriculum that erased the barriers between the retarded and the normal child. In cooperation with the school's regular staff, the special education department invented the "Learning Center," a distinct resource room staffed by half the school's special education personnel. The other half is integrated into the regular team in the classrooms. Thus, all handicapped children are compassionately integrated into a continuous learning process while the normal children's curriculum is vastly enriched by new teaching techniques and technologies. This

is but a single instance of the new alliances that are consistently forged at the Whitmer Human Resources Center.

The Thomas Jefferson Junior High School and Community Center, a suburban community/school in Arlington, Virginia, brought together two county agencies—the Board of Education and the Department of Environmental Affairs—which in 1966 had sharply and unsuccessfully competed to buy the same piece of land for their individual purposes. Later, they cooperated in buying the land and constructing and operating the Thomas Jefferson facility that opened in September, 1972.

The cooperation between agencies did not save the county any money but it did result in a better facility with more amenities than either the public schools or the Department of Environmental Affairs could have afforded separately.

In reality, more than two agencies were involved. Thomas Jefferson unites two previously segregated junior high schools with the Department of Environmental Affairs which comprises the former departments of planning and parks and recreation. However, collaboration in Arlington is easier because the



THOMAS JEFFERSON JR. HIGH SCHOOL AND COMMUNITY CENTER

collaborators were both county agencies. Since there are no incorporated cities in Arlington County, the public agencies provide public services to the same constituencies.

The joint-use building is open from 6 a.m. to midnight seven days a week. During the first three-hour period the recreation department (of the Department of Environmental Affairs) is in charge and its staff opens the canteen, clubroom, and some gym space for breakfast, exercise and other programs. There is no restriction on who may use the facility and many school-age youngsters are involved.

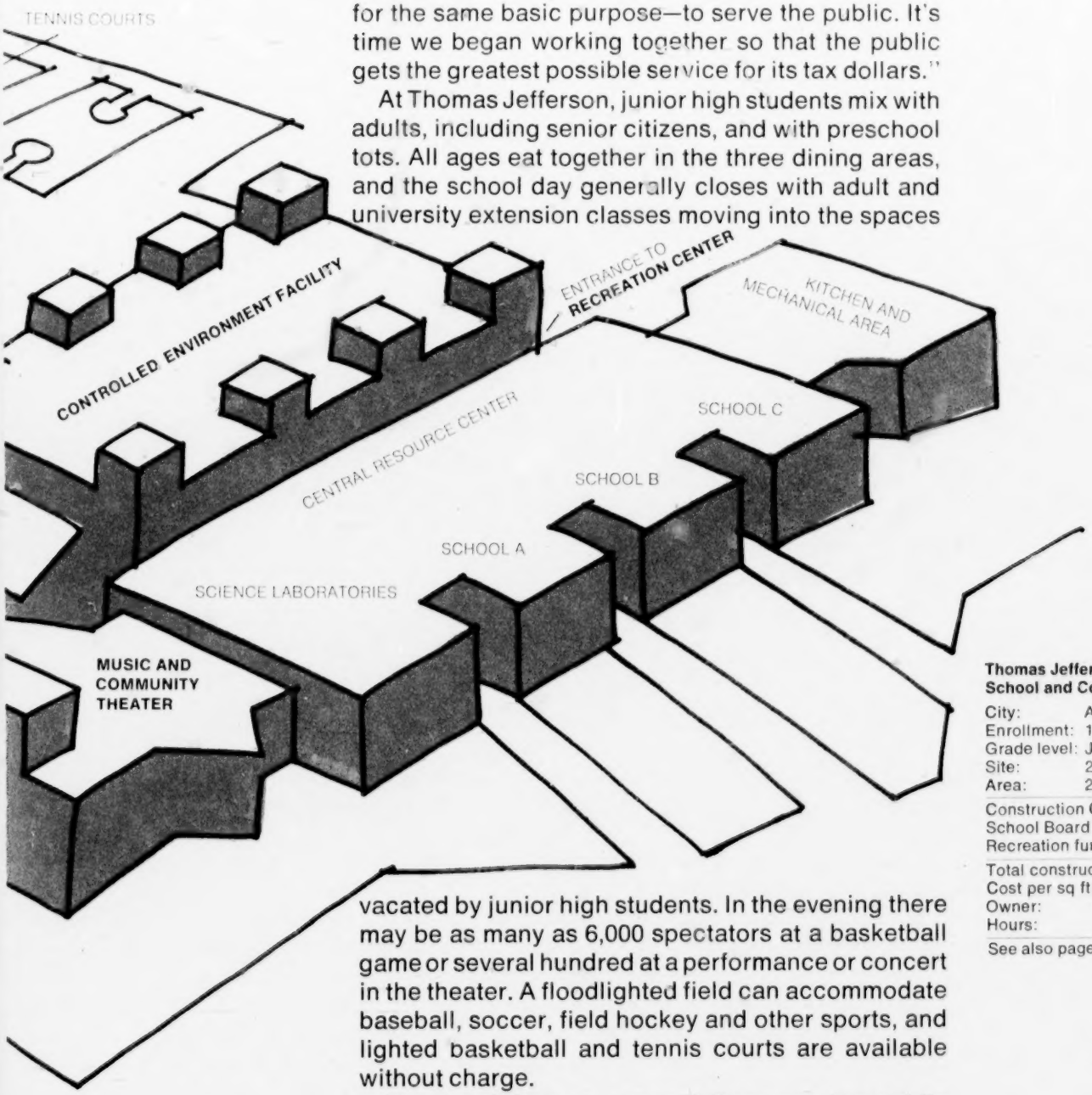
From 9 a.m. until 3 p.m., the largest part of the school fieldhouse is used by junior high school students and students from other schools who use the special exercise equipment. Concurrently, the recre-

ation department operates programs in special areas of the fieldhouse set aside for it. "Eventually," says William Hughes, director of the county's recreation department, "we expect some of these artificial barriers to break down. We think that students will use some of our facilities during school hours and that community people will be welcomed into the classrooms."

After 3 p.m. the emphasis shifts. Regular school use cuts back, the recreation program expands, and adult education (supervised by the board of education) takes over large chunks of the academic space.

"We're also looking at ways in which public facilities can be constructed to include schools, recreation, libraries, health, police and fire departments and other public agencies," says Assistant Superintendent Joseph Ringers. "We've all been established for the same basic purpose—to serve the public. It's time we began working together so that the public gets the greatest possible service for its tax dollars."

At Thomas Jefferson, junior high students mix with adults, including senior citizens, and with preschool tots. All ages eat together in the three dining areas, and the school day generally closes with adult and university extension classes moving into the spaces vacated by junior high students. In the evening there may be as many as 6,000 spectators at a basketball game or several hundred at a performance or concert in the theater. A floodlighted field can accommodate baseball, soccer, field hockey and other sports, and lighted basketball and tennis courts are available without charge.



Thomas Jefferson Jr. High School and Community Center

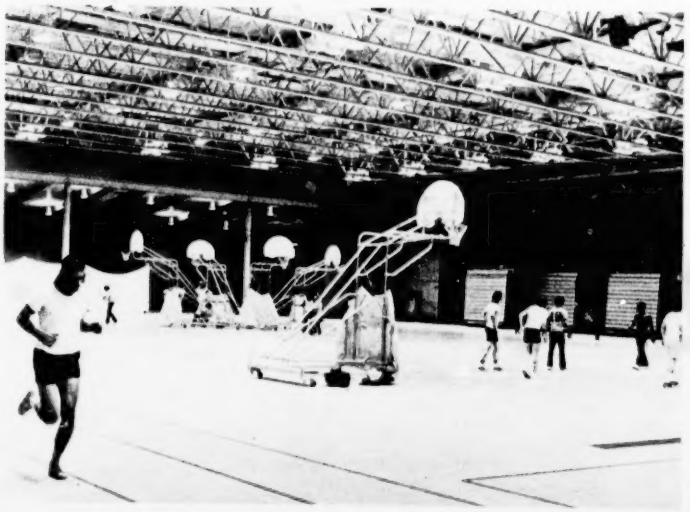
City:	Arlington, Virginia
Enrollment:	1,400 students
Grade level:	Jr. High School (7-9)
Site:	26 acres
Area:	235,000 sq ft
Construction Costs:	
School Board funds	$4,150,000
Recreation funds	2,500,000
Total construction	$6,650,000
Cost per sq ft:	$28
Owner:	Board of Education
Hours:	6 AM to 12 AM

See also pages 23, 33, 67, and 74.

Thomas Jefferson successfully serves two public

agencies and makes productive use of tax dollars. More important, its success spurred other county alliances in the development of integrated facilities.

Although three community school cooperatives do not establish a trend, it's noteworthy that dozens of other school districts are planning or constructing new cooperative alliances among public agencies, private enterprise and communities. Since each separate project develops new expertise, the following chapters gather all the scattered knowledge on the planning, financing, design and operation of joint school and community development. Before planning can begin, however, school districts must be aware of the legal opportunities and impediments associated with community schools.



Thomas Jefferson opens at 6 AM with a breakfast, jogging, and exercise program for the community's early risers.

As a public resource, Thomas Jefferson serves youths and adults simultaneously seven days a week: the community assembles in an empty class area (above); senior citizens eat lunch with junior high school students (left); and the game room (right) is shared by adults and children twenty-four hours a day.

There is no longer any doubt about the legality of two or more agencies sharing a building or common space. Indeed, the prognosis for schools indicates that they may not be able to fulfill their responsibilities in the years ahead without assistance from and association with other public agencies.

Historically, America established a precedent for cooperative ventures in the mid-eighteenth century. Boston's Fanueil Hall, built in 1761, was divided into two levels: one for public assembly, the other for commercial space. It still fulfills the same two functions over 200 years later. And as those committed to Boston's community schools fondly point out, America's first public high school—English High School—shared a building with the Town Watch and Hero Fire Engine Company in 1821.

Precedents and problems By the turn of the century, however, there were powerful legal restrictions against the use of school facilities for anything other than the education of children. State courts in 1896 and again in 1902 held that school boards were required by law to use educational funds and facilities only for the purpose of education and only for the children of those who had been taxed. Since 1902, however, the courts have gradually liberalized their position so that the interpretation of legal restraints is left up to the individual school district. In general, most districts recognize the propriety of extracurricular activities for the members of a school's immediate community regardless of their age or circumstance.

In order to supplement that position, many states have enacted explicit legislation that establishes a broad latitude for schools and the use of school facilities. Some states go even further. California, for example, enacted the "Civic Center Act" in 1917 which declares that school facilities, when not needed for normal school purposes, must be made available to the public for supervised cultural activities. Most states, however, simply leave the use of school buildings and grounds to the discretion of local boards of education. Furthermore, these boards may levy a reasonable fee to cover costs and may adopt user rules and regulations.

Public buildings in many states are not exempt from liability, so an increase in the number of people using a school building will certainly raise the district's costs for liability insurance coverage. However, extended coverage is not always necessary for school buildings nor at all hours of the day. The district's insurance agent can determine a charge only for those hours during which the public uses school facilities and only for the facilities being used.

Legal money There are no major or widespread prohibitions against the integration of school and public spaces in a multi-service facility, but other legal problems sometimes do arise--especially regarding money.

Pontiac Public Schools, for example, worked hard to secure the first HUD grant to a public school (for the Whitmer Human Resources Center). Just as the effort seemed about to succeed, the district's lawyers discovered a state statute prohibiting school districts from receiving federal funds for the construction of school facilities. School administrators eventually persuaded the Michigan legislature to amend state law and thus enable all school districts to accept new federal money.

Virginia's Arlington County Schools ran into a tough problem when planning the referendum for the multi-service Thomas Jefferson Community Center. The facility was designed to be an integrated center for two public agencies and the same unified plan was assumed for the bond issue. If voters rejected the single proposal, both agencies would lose. To protect themselves, each agency submitted its own bond issue in the amount necessary to develop its own project. Thus if one agency were refused and the other accepted, at least a portion of the project could still continue.

The commercial space complexity If commercial space is included in a multi-service center it provides a rich mixture of different occupations that reduces the separation of education, recreation, and social improvement from daily activities such as shopping, meeting friends and making appointments. Furthermore, commercial enterprise can widen the range of public options, attract a larger portion of the community, relieve the taxpayer of much of the burden of maintenance and security, and, possibly, add revenue-producing property to the city's tax rolls.

However, private enterprise is probably the most difficult kind of partner to include in a community center complex. Generally, the use of public money to construct private space is not legal, but a school district is not necessarily prohibited from simply giving or leasing space to commercial establishments after that space is no longer needed for public use. The deliberate use of public money to construct private space, however, raises legal questions.

It would be difficult to mingle commercial money with public money without strict cost accounting, but, in accordance with most known criteria, it's neither impossible nor specifically prohibited. A fiscally dependent school district derives its bonding authority from its local government through a county or city charter. A fiscally independent school district, on the other hand, is restricted by the charter that estab-

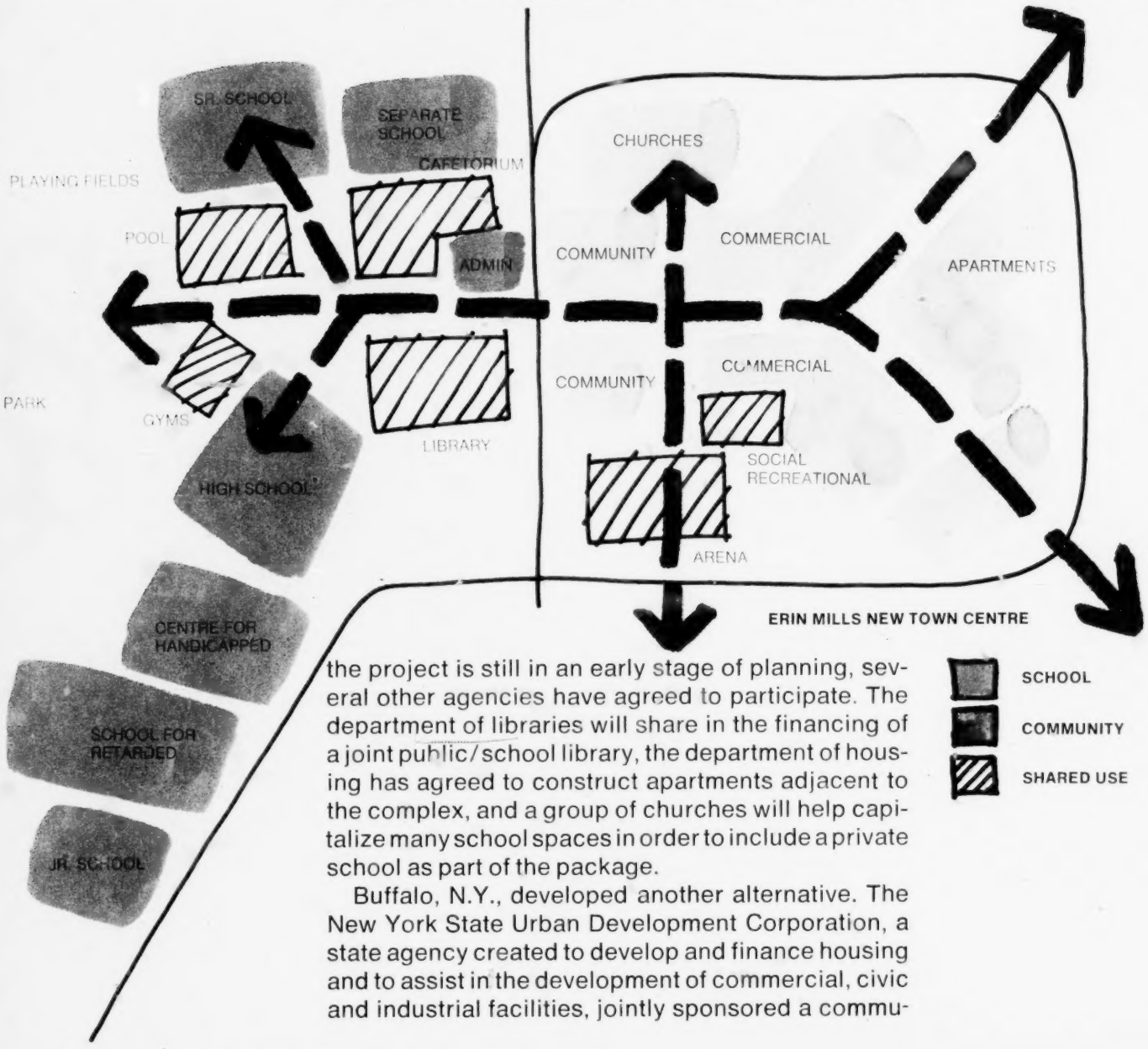
The Drake-South Commons School (background) sits atop a parking lot shielded by a concrete apron. The two-story building has a 200-pupil elementary school (K-4), a private day nursery, agency offices and public community spaces. The school harmonizes and connects with the adjacent shopping center (foreground). Both structures were built by the develope

lished its millage authority. Since most local governments are able to establish municipal authorities (like airport authorities which may use public money to construct and then lease commercial space for operating revenue), then a similar alternative, for example a community facilities authority, is probably open to schools. In either case, a school district should consult its lawyers to determine the best use of public funds for the construction of any space to be used by private enterprise.

Some school districts have found ways to avoid the problem entirely. One alternative is to convince private developers to include a school in a commercial venture. In Chicago, the developers of a housing project obtained renewal rights to a depressed area of the city in order to build moderate and low income housing. The project was financed by HUD which gave the developers a 20-year mortgage at three percent. In order to secure the same favorable terms for the proposed community school with several multi-use spaces, the developers agreed to sign over the rental profits from the proposed shopping center to

support the community school. Thus, the school district obtained a "free" community school well integrated into the architecture of a shopping center and a source of revenue that will last as long as tenants of the shopping center renew their leases and operate profitably.

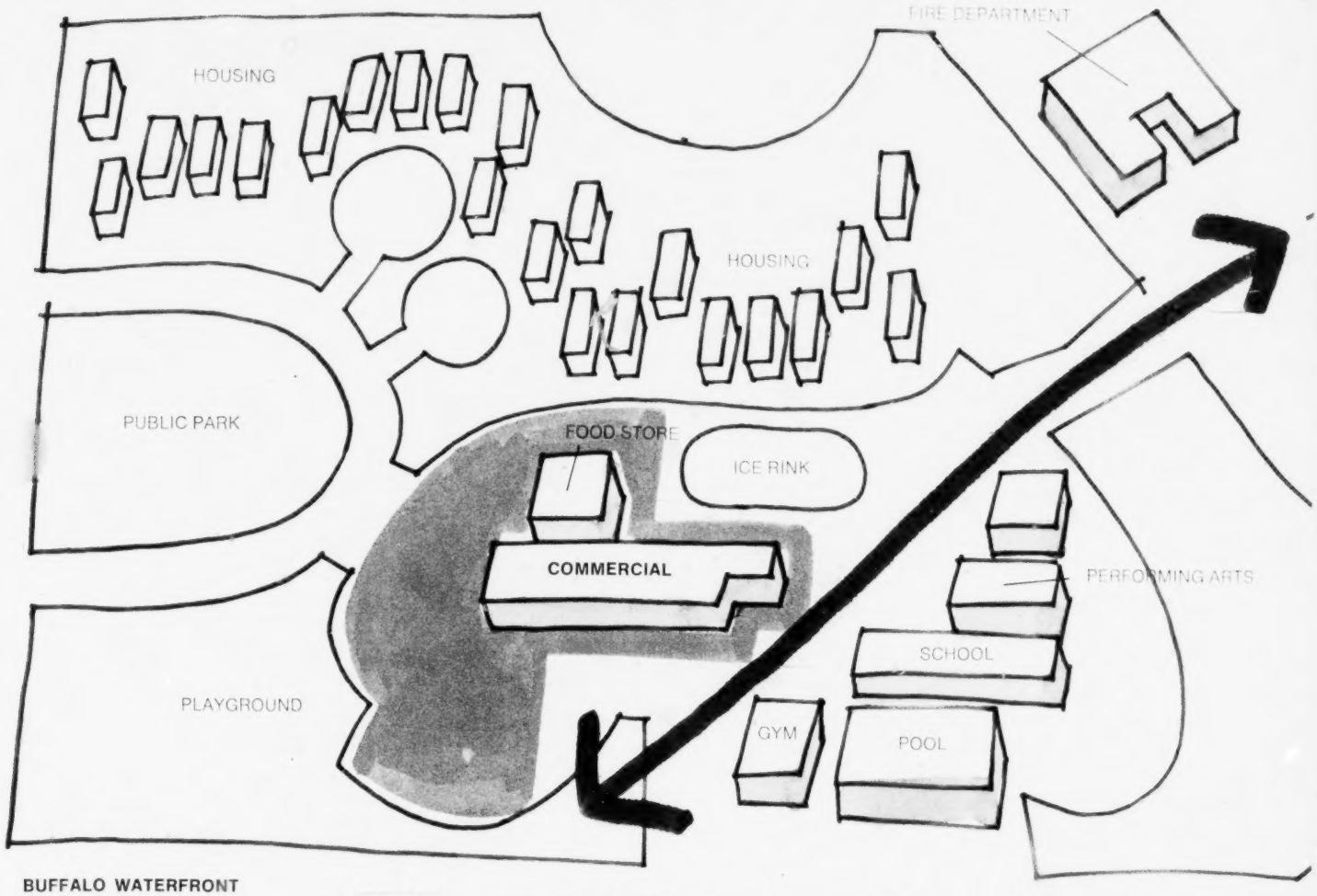
In Ontario, Canada, Peel County Board of Education plans to purchase land and/or air rights in order to build four new schools designed to be part of the commercial complex of the Erin Mills New Town development in the town of Mississauga. Both the schools and the developer see distinct advantages in working together: both parties claim savings on shared facilities (parking, access roads, common walls and heating systems, etc.); both feel that a single center would give the developing new town a central focus for its community; schools will have access to community facilities, and the developer sees an enhanced value for his commercial space due to increased patronage and activity. Although



the project is still in an early stage of planning, several other agencies have agreed to participate. The department of libraries will share in the financing of a joint public/school library, the department of housing has agreed to construct apartments adjacent to the complex, and a group of churches will help capitalize many school spaces in order to include a private school as part of the package.

Buffalo, N.Y., developed another alternative. The New York State Urban Development Corporation, a state agency created to develop and finance housing and to assist in the development of commercial, civic and industrial facilities, jointly sponsored a commu-

nity complex with the City of Buffalo, its board of education and the Buffalo Urban Renewal Agency. The complex is a "Town Center" in the middle of a new-town-in-town development and will provide education, recreation, health care, day care, social services and, because land directly adjacent to the publicly sponsored Town Center was reserved for private development, commercial shopping for the residents of 2,800 new housing units. The Town Center, including community facilities, is not expected to be complete until mid-1975, but the promised mixture of private and public spaces and activities is already assured.



BUFFALO WATERFRONT TOWN CENTER

Obviously, the legal obstacles impeding the mixture of private and public spaces are not insurmountable. Most of these restraints are due to state statutes, city regulations, and bureaucratic restrictions. With ingenuity and persistence, no legal impediment can entirely thwart the union of public enterprise and private energy.

Trend toward favorable legislation Five states—Florida, Maryland, Michigan, Minnesota and Utah—have enacted legislation which either pays for or provides matching money to a community school program. These bills, called "Community School Acts," define a community school program as a com-

posite of services delivered to the public. In general, these funds help pay the salaries of community education coordinators who administer a community school program after the regular school day ends.

Similar federal legislation is under consideration in Washington. In early 1973, Senator Frank Church of Idaho introduced "The Community School Center Development Act." The bill, S335, would:

1) Provide federal grants to sustain existing community education centers in colleges and universities or to develop new centers;
2) Make grants available to establish new community school programs or bolster existing ones, and
3) Charge the Commissioner of Education, who would administer the act, with dynamic promotion of the community school concept.

Congressman Garry Brown of Michigan introduced a house companion bill (HR6697) which features the same authorizations.

Another bill, the "Allied Services Act," S3643, was written to encourage and assist states and localities to coordinate various local, state and federal resources and to redistribute their funds in order to provide more effective unitary delivery of services for the same expenditure of dollars. This bill would enable the state governors to establish a comprehensive allied services plan subject to the approval of the Department of Health, Education and Welfare. HEW would then give the state a single grant of up to one-quarter of the federal funds being extended to that state by HEW. Obviously, the bill involves no new federal money. Instead it allows the redeployment of one-quarter of the funds already appropriated by HEW to state and local departments of education and makes it possible for them to be used by other agencies involved in allied services.

Implications for the future Bills introduced in Congress during 1973, several judicial actions now under way and prospects for revenue sharing promise great changes for American schools. The courts are assisting school districts to expand their boundaries and purposes, and enlarge their constituencies to include users of all ages, needs and ethnic backgrounds.

In 1971, District Judge Roth ruled that the Detroit Board of Education must submit a desegregation plan to include the entire metropolitan area, not just the area within the boundaries of the city school district. In short, desegregation is "going metro." For community schools however, desegregation is seldom an issue because large community complexes tend to cross artificial geographical and ethnic boundaries.

Because large community school centers comply with new judicial regulations, they are often exempt from punitive measures applied to other schools. In

Springfield, Massachusetts, the state supreme court ordered all city schools to cease construction because of racial imbalance. However, the Brightwood Community School was the sole exception. The state department of education ruled that construction on Brightwood could continue because its union of divided neighborhoods and its proposed unitary delivery system for social services resulted in significant built-in desegregation.

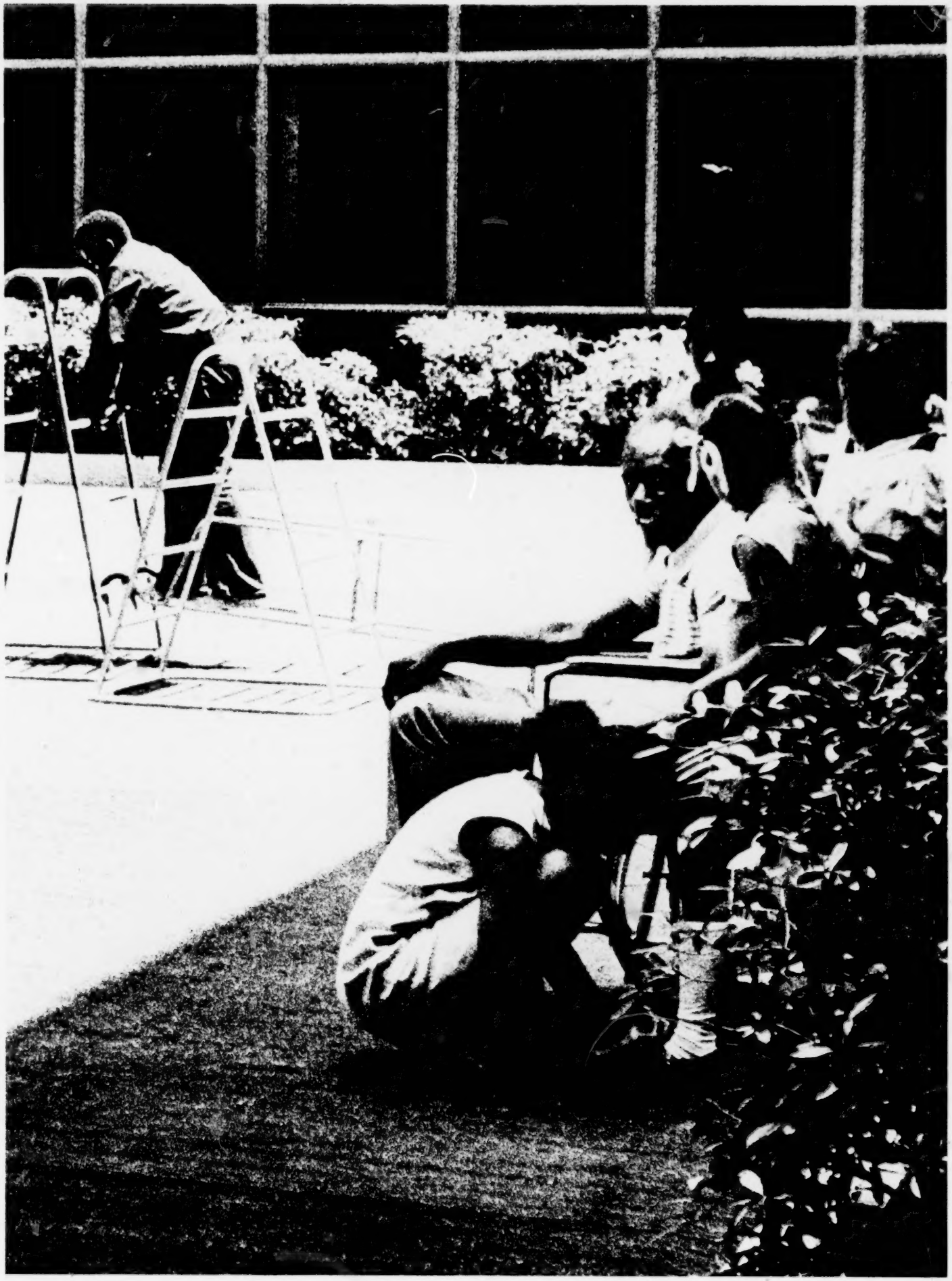
A similar desegregation movement is under way on behalf of the handicapped. In 1971, a three-judge federal panel in Philadelphia declared that all retarded persons in the state between the ages of six and 21 were entitled to "a free, public program of education and training." In 1972, a federal court ruling for the District of Columbia directed that all handicapped and emotionally disturbed children have the constitutional right to a public education. In this landmark decision, a federal judge gave the District's schools 30 days to enroll all the handicapped known to the school system and imposed stringent restrictions on the conditions under which children may be remanded to a special class.

A community/school, because of its alliances with social service agencies, is peculiarly equipped to integrate the handicapped into the normal curriculum. The Whitmer Human Resources Center was able to place all first through sixth grade, educable mentally retarded, emotionally disturbed and perceptually disabled children into a continuous learning curriculum which does not differentiate between the capabilities of the children, whatever the reason. Thus, every child, regardless the accident of nature or man, is equal at the Human Resources Center.

Finding new ways to finance school construction is another potential source of ferment. In August, 1971, the California Supreme Court ruled that "discrimination on the basis of district wealth is . . . invalid." This class action suit, *Serrano* vs. *Priest*, determined that although property taxes were not an invalid source of school finance, the unequal distribution of these funds was unconstitutional. By early 1972, the state supreme courts of Minnesota and Texas concurred but the United States Supreme Court overturned the Texas decision. It did not, however, rule on the constitutionality of a state supreme court simply halting unequal financing. To this date, Utah, New Jersey, Oregon, Michigan, Kansas, Arizona, California, Minnesota and Texas have passed bills which equalize per pupil expenditure from district to district. Clearly, financial equalization is in the works and multi-cooperative schools like the Whitmer Human Resources Center, Thomas Jefferson and the Kennedy Center offer interesting new alternatives to increasing property taxes—as the next chapter will demonstrate.

The Learning Center, with special equipment and trained personnel, serves any child with a problem—from mild perceptual and emotional disorders to deafness and mental retardation.

Atlanta's J.F.K. School and Community Center (opposite) also provides training and recreation for the neighborhood's handicapped residents. During school hours, unlikely groups of people often develop lasting friendships.



In order to run a conventional community education program, a school district must increase its budget. According to Nick Pappadakis in *The Community Education Journal*, May 1971, "The community-school concept does not mean an economy program. Rather, it is an improved educational program which costs more money but which, in the long run, is more economical because the results are so much greater."

Pappadakis, who is a member of the Flint, Michigan, Board of Education, claims that a school district must increase an elementary school's normal operating budget by 6% in order to hire extra staff and pay the expenses of a year-round, after-hours community education program. Furthermore, a school board would need to increase its regular operating expenditures by 6 to 8% in order to convert an entire school district into an after-hours community education program.

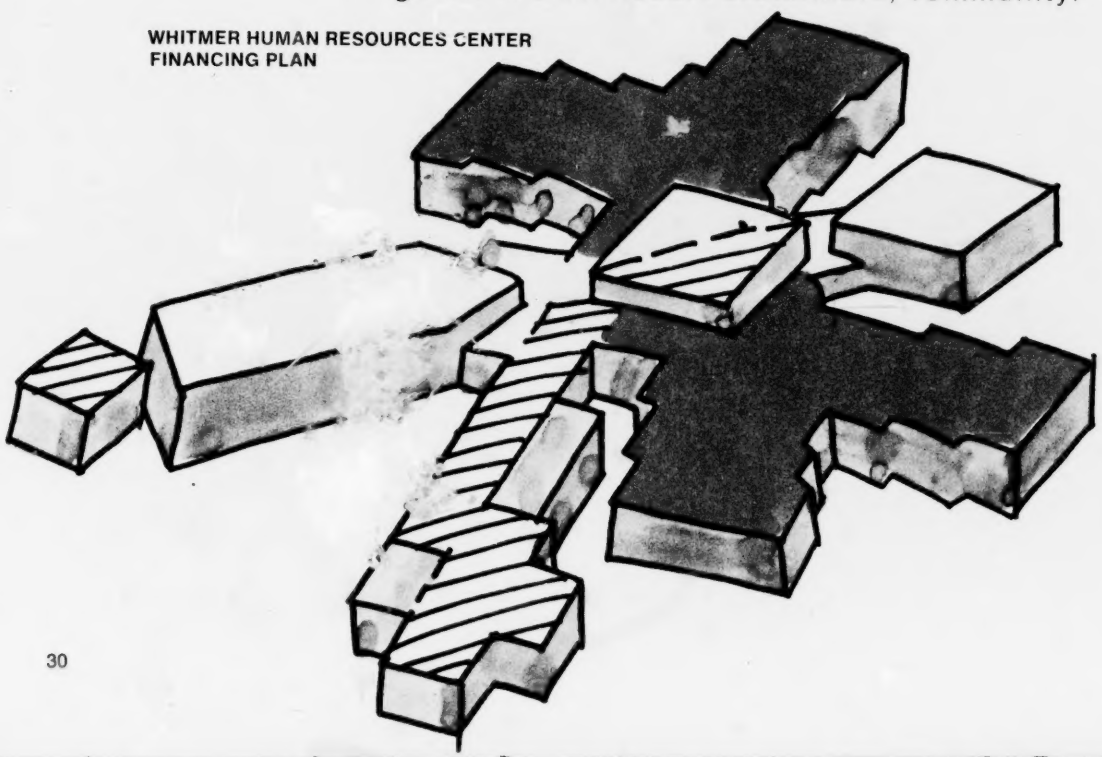
Community/schools like Thomas Jefferson, however, do not increase a school district's budget. In fact, at Thomas Jefferson, the Kennedy Center and the Whitmer Human Resources Center, the money that pays for expanded maintenance, security, specialized facilities and integrated services comes from a variety of sources. The chief differences between financing a conventional after-hours program and an expanded community/school is in how and where the money is acquired, the administrative agency that manages it, and where the services it purchases are deployed. A community/school makes more efficient use of public money because it pools the resources of several agencies to purchase common goods and services. Furthermore, community/

What that 6% accounts for:*

Proportion of increased amount	
2.514%	Comumnity School Director (½ salary during school year is charged to instruction)
1.166%	Full salary during summer
.816%	Additional staff
.588%	Additional janitorial
.380%	Lighting
.156%	Telephone
.380%	Additional equipment and miscellaneous
6.000%	Total minimum net increase

*Adapted from *The Community School*, p. 182, University of Chicago Press, Chicago, Illinois, 1969.

WHITMER HUMAN RESOURCES CENTER FINANCING PLAN



HRC was the first school which pooled federal, state, county, city, and board of education funds. It was also the first multi-use complex financed according to a ratio of usage. For example, Neighborhood Facilities (HUD) paid 40% of the community gymnasium's cost and schools paid the remainder. HUD and Pontiac Public Schools shared the cost of the restaurant and the arts and crafts spaces equally. Jointly financed spaces are grey. Neighborhood Facilities provided the entire funding for the theater, community lounge, adult library, adult home economics, college classroom, health center, and preschool spaces (crosshatched).

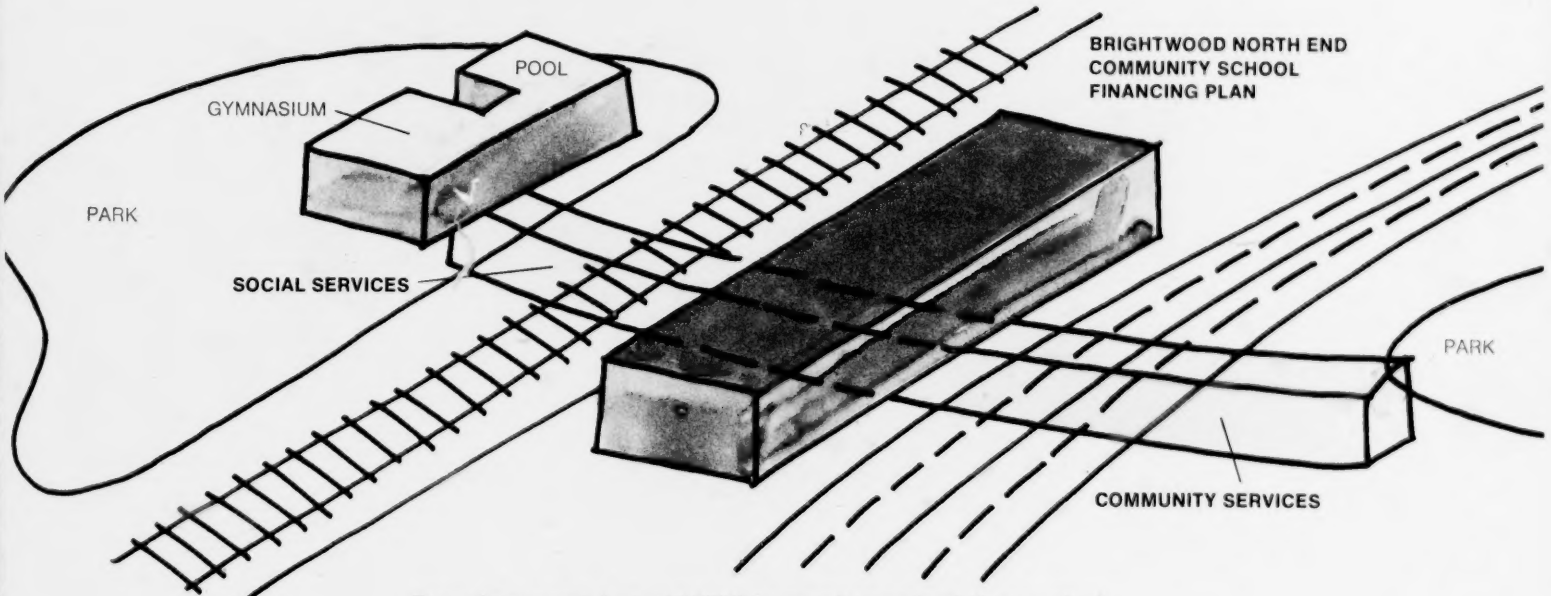
The board of education financed the remaining spaces (brown) except for special education areas (light brown) financed by county and state aid. The board of education gave all the land, except for the land the building occupies and 15 ft around its perimeter, back to the city in order to qualify for HUD Neighborhood Development Program financing for site development. The city's share of this program was $250,000.

schools are often eligible for funds not available to a conventional school and more likely in the future to attract a greater proportion of revenue sharing funds.

Where the monies hide When a school district decides to plan a community/school in cooperation with other agencies, it suddenly becomes eligible for many kinds of federal and state support, often in larger amounts than normally allotted to schools.

Pontiac, Michigan, for example, acquired a $1.5 million Neighborhood Facilities grant from the U.S. Department of Housing and Urban Development because it designed a "human resources center" rather than a simple community school. This was a landmark decision for HUD since it was the first school facility to receive such financial assistance. It was also a milestone for the school district because the Whitmer Human Resources Center was the first school whose planning and financing was a cooperative effort of federal, state, county, and city governments. This cooperation required an act of the state legislature in order for Pontiac to accept the money since Michigan state law prohibited school districts from receiving federal aid.

Similarly the planning department of Springfield, Massachusetts, won $800,000 from the Legacy of Parks Program (Title IV of the Housing and Urban



Development Act of 1970) to apply against the cost of recreation facilities and park space included as part of the Brightwood community school complex. In fact, the entire complex will cost $4,474,000. Afterwards, Springfield will receive $3 million in federal credits to be applied to other urban renewal construction projects. However, if the school is not built, the city will forfeit these credits and will still have to provide accommodation for its students.

New Haven, Connecticut, also received capital monies for the construction of a community school.

Foundations known to have supported Community/Schools in several states

Corning Glass Works Foundation
Corning, New York
The Danforth Foundation
St. Louis, Missouri
Educational Facilities Laboratories, Inc., New York, New York
The Ford Foundation
New York, New York
W. K. Kellogg Foundation
Battle Creek, Michigan
The Kresge Foundation
Birmingham, Michigan
Eugene and Agnes E. Meyer Foundation, Washington, D.C.
Charles Stewart Mott Foundation
Flint, Michigan
The Rockefeller Foundation
New York, New York
The Sears-Roebuck Foundation
Chicago, Illinois
Whirlpool Foundation
Benton Harbor, Michigan
Emily and Ernest Woodruff Foundation, Atlanta, Georgia

In the Wooster Square Neighborhood Redevelopment Program, the Conte Community School shares its site with an auditorium, a recreation center, a senior citizen's center and a branch public library. With urban renewal funds, the federal share of this project was $20 million in 1962. The net cost to the city, however, was only $4,820,000.

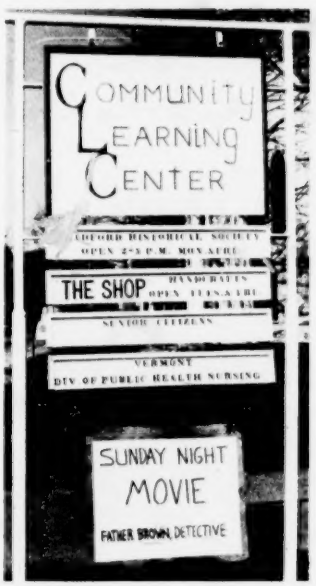
HEW and HUD are not the only federal agencies that have supported community schools. Boston managed to include the Department of Justice and the Department of Labor in its community education project. Boston's Department of Public Facilities, which administers the city's community education program, convinced the "Safe Streets Act" agency, a part of the Law Enforcement Assistance Administration (LEAA), to commit $500,000 over two years to support community school staff. According to Paul Shiman, Program Director for Juvenile Delinquency, LEAA committed funds to Boston's community school effort in order to divert delinquents.

In fact, the Boston grant approval states that, "A community school program can provide an alternative to jail, a range of attractive and rewarding alternatives to criminal behavior, a program which better equips youths with socially accepted skills, and a subsequent reduction in the flow of such youths into the juvenile justice system."

Not to be outdone, Boston's Department of Parks and Recreation won an additional $500,000 from the Public Employment Program of the Emergency Employment Act (EEA) under the U.S. Department of Labor/Manpower Administration. The program employs returning Vietnam veterans as counselors and directors in the community school after-hours program.

The EEA also pays the coordinator's salary for a rural, bi-state community education project in an old high school in Bradford, Vermont. The Community Learning Center combines recreation, health, social and employment services in Vermont and New Hampshire with a museum, a community arts theater, and a mental health center. When Bradford High School vacated the building in 1971, the elementary school district voted to support a community education center with the $8,600 it would cost annually to maintain an empty building. With this money plus the EEA salary and a modest usage fee from each agency, Bradford is able to maintain at no extra cost to taxpayers an active community center in what would otherwise be a derelict school building.

Some of these agencies, Model Cities and Urban Renewal for example, no longer fund community education projects, but their example serves to illustrate how new school and community cooperatives are often eligible for money not usually allocated to schools. This is especially important when schools



must vie with other city and state agencies for general revenue sharing money. Even if education revenue sharing replaces ESEA, an expanded community school whose program includes education of the disadvantaged, integration of the handicapped, vocational programs, and new community-supporting materials and resource services, would be more likely to acquire a greater proportion of this federal money than ordinary community schools. Furthermore, goods and services can be bought economically when a cooperative alliance aggregates public funds. An alliance also has access to the pooled expertise and experience of heretofore unrelated agencies. In addition, a marriage of public financing is able to purchase expanded public facilities and enriched school curriculums no public agency could afford alone.

No extraordinary funds at all Arlington's county-wide public school district—cited earlier as a leader in the community school movement—discovered a money managing technique so efficient that the district and the parks and recreation division of the Department of Environmental Affairs were able to afford a far better combined community/school and recreational center than either agency could have built separately. Furthermore, the two agencies paid for the Thomas Jefferson Junior High School and Community Center with their own money; no extraordinary state or federal funds were involved.

EFL gave Arlington a planning grant to explore and expedite the impending interagency cooperation. In planning, the district discovered that sheer efficiencies in the design would free enough money to pay for amenities such as theaters and fieldhouses that most schools do not enjoy.

This cooperative venture, it is worth recalling, grew out of controversy and defeat. In 1968, the voters rejected a referendum for a new junior high school. At the same time, the school district and the parks and recreation division were competing for the county's last parcel of land large enough to accommodate the plans of either agency.

Since neither of the agencies had the resources to develop the entire site, they decided—after the defeat of the school referendum—to bring two separate but complementary bond issues to vote simultaneously, each designed so that the other agency could construct its facility if its referendum were refused. In the event of a dual success, both agencies would occupy the site.

The school district's proposal was for a $4,150,000 junior high school and the parks division recommended a $2,500,000 community center. Early in 1969, the voters—apparently intrigued by the joint issue—approved the proposal by a three-to-two

margin.

Together the two agencies designed and produced an extraordinary facility and were able to afford three distinct architectural features that would not have been possible if they had not cooperated:

1) A full community recreation center including game room, canteen, dining commons and a clubroom large enough for simultaneous use by both community and students.
2) A 730-seat theater capable of subdividing into four multi-instructional spaces.
3) A 68,000-sq-ft fieldhouse called the Controlled Environment Facility because it has airconditioning, multi-use surfacing and lighting capable of being adjusted to levels suitable for television.

1

2

Tougher to operate than to build The Thomas Jefferson Junior High School and Community Center opened January, 1973, but Arlington officials recognized much earlier that operating a joint facility was going to be more difficult than building it.

How, for example, does the budget pay for airconditioning? When two agencies share a building, who pays for maintenance, grounds-keeping or security? Does the man running the furnace get two pay checks?

Other school districts back-charge the user agency for out-of-pocket expenses but the closer the alliance between agencies, the more complicated the financing of operations becomes.

Any of these makeshift devices is an accountant's nightmare, tending to inflate and artificially distort a budget. If a school district's per pupil costs are made to appear more than they actually are, and that cost exceeds the state average, the district may lose part of its share of state aid. The parks department, in turn, might seem to have unfairly distributed its resources among the schools. Consequently, both agencies would be open to charges of discrimination

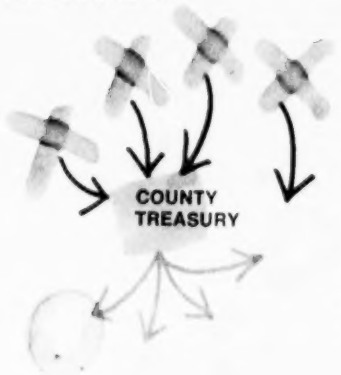
3

and special interest. So how does a public agency pay for expanded services?

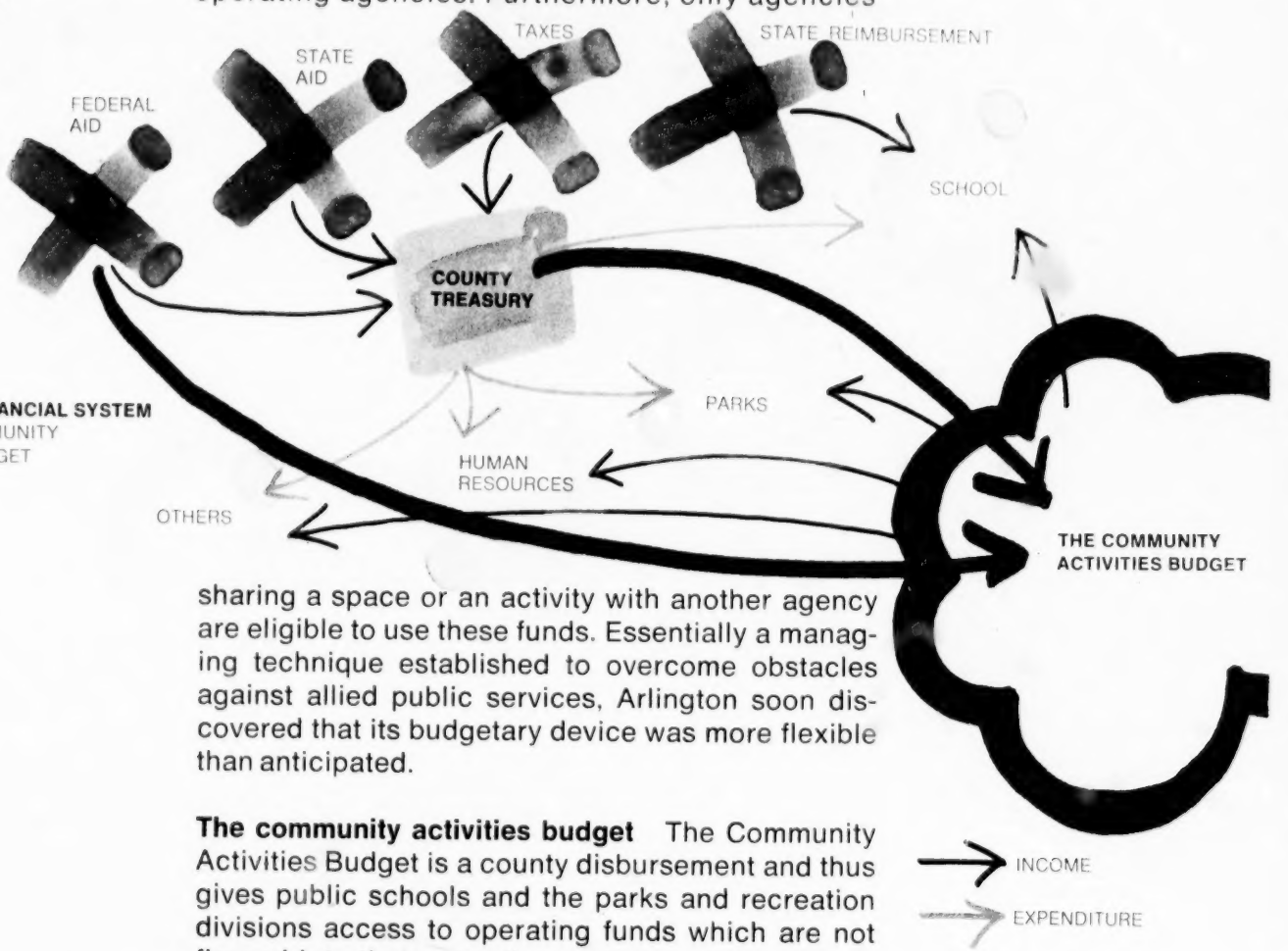
To prevent operating finances impeding the progress already made in the county, Arlington established an entirely new budget to supplement the county treasury. It's called the Community Activities Budget and it pays only for activities and expenditures which cannot otherwise be easily paid for. It is, in effect, a budgetary device enabling the county to pay for odd and unusual finances such as joint expenditures which might otherwise be illegal or impossible.

This device simplifies accounting and avoids distorting per pupil cost. The Community Activities Budget pays only the salaries, expenses and utilities of personnel, programs and spaces used jointly by cooperating agencies. Furthermore, only agencies sharing a space or an activity with another agency are eligible to use these funds. Essentially a managing technique established to overcome obstacles against allied public services, Arlington soon discovered that its budgetary device was more flexible than anticipated.

ARLINGTON FINANCIAL SYSTEM
WITHOUT COMMUNITY
ACTIVITIES BUDGET



ARLINGTON FINANCIAL SYSTEM
WITH THE COMMUNITY
ACTIVITIES BUDGET



The community activities budget The Community Activities Budget is a county disbursement and thus gives public schools and the parks and recreation divisions access to operating funds which are not figured into their overall operating budgets, an annual total of $276,439 for operating the new Thomas Jefferson Junior High School and Community Center. Arranging to pay such expenses from a separate account is particularly important for schools whose state reimbursement is based on a standard per pupil outlay. This technique allowing the county to carry finances too difficult for agencies to share has worked so satisfactorily that the original partner agencies, plus others, began to explore further uses for the Community Activities Budget.

After building Thomas Jefferson, the school and parks departments planned the construction and operation of three new swimming pools. This ballooned the activities budget's annual expenditure to $582,750. Shortly thereafter, the school district invited the department of public libraries to incorporate a branch into an old school building. Libraries had enough money to pay their share of a joint public/school library but instead of constructing their own building, the department of libraries let the agency most experienced in construction, the public schools, modernize the old library. The county's Community Activities Budget will pay the operating expenses and thus eliminate the need for difficult cost accounting.

This brings the annual budget up to $600,000. Another shared library is already under construction in conjunction with the Technical Education Career Center. Called the TEC Center, it's a career education school, an elementary school, a human resources satellite, and a joint public/school library all on one site. The project involves five separate county

Arlington employs four different methods for raising capital money

Method:	Issued by:	For what facility:	Stipulations:
1. Two or more separate bond proposals for a single joint facility	Schools and Environmental Affairs	Thomas Jefferson Jr. High School & Community Center	The proposal agreed that either or both agencies would occupy a single site. The amounts were sufficient to cover either agency.
2. A single bond issue for a combined facility	Schools	Technical Education Career Center	One bond issue was passed in order to build a joint technical center and public library.
3. A single bond issue which is turned over to another agency	Environmental Affairs	Three swimming pools designed with high schools	Environmental Affairs passed an issue for 3 pools and subsequently turned the proceeds over to Schools who had already agreed to construct and operate these as community recreation centers.
4. A bond issue to supplement a prior bond issue for the same project	Schools	To enlarge and modernize the school portion of elementary public school/library.	Arlington passed a school bond issue to supplement a Library bond issue so that Schools could modernize an old school into a joint school and public library, a shared library facility.

agencies—the Department of Human Resources (Public Health and Welfare), Public Schools, Public Libraries, and the Parks and Recreation divisions of the new Department of Environmental Affairs—cooperating in the construction and operation of a unified complex. Again, the Community Activities Budget provided the impetus for a project which outgrew the bounds of its original intent. The Arlington County Board created the Community Activities Budget in order to accomplish a single task: defray those allied operating costs at Thomas Jefferson which could not be paid for otherwise. Soon after, however, the budget grew to include three public swimming pools, a planetarium and two joint public/school libraries. Primarily, public agencies use the Community Activities Budget to reduce their on-the-books operating cost, to avoid the politics of deploying community

service resources, and obviate the necessity to pass new enabling legislation. Once these traps are eluded, allied public agencies sharing expenses, operations, staff and expertise can deliver a truly unitary public service better and more economically than they could separately. Furthermore, a budget for which all departments are eligible elicits new and creative community alliances while it justifies expenditures for projects and facilities too big and too costly for a single agency working alone. In cases of an interagency dispute, the Community Activities Budget is an impartial arbitrator assuring a project's continued operation. In cases of economic adversity, the budget assures the continued delivery of an allied services project while it also underwrites the community's progress toward real interagency cooperation.

Other cooperative alliances Virginia state law stipulates that a school must own the land immediately under the building. And that is all the land Yorktown High School does own. The swimming pools, stadium and athletic field belong to the Department of Environmental Affairs. Who, then, operates the football program?

Typically for Arlington, both agencies cooperate. When Yorktown has established its football schedule, the staff notifies the Parks Division to reserve a fully serviced stadium for the desired dates. (The county adopted the policy that the owner of a facility is the prime user and dictates the use of that property. The school, in this case, is the secondary user and the dates therefore are subject to the approval of the Parks Department.)

Once the dates and times are established, the Parks Division takes responsibility for lining the field, setting up lights, testing the P.A. system, manning the gates and arranging for security. All of these services are provided free to the school up to the point where the labor does not exceed normal working hours. All extra labor is paid for by the agency requesting the service. If the school wanted a parks division electrician on duty during a night game, the school would pay only for his direct labor—not for fringe benefits, overhead or utilities. The school department, in turn, provides the services it performs best, thus saving the community money through better use of equipment and personnel.

Arlington's Department of Transportation is the public agency responsible for the construction and maintenance of the county's highway system. In 1972, the county faced severe budget cuts and the lack of money forced Transportation to begin laying off 50 experienced employees. The public schools, however, had tax money available for the construction of school sidewalks, bus turn-arounds, parking

lots, and asphalt playgrounds. Customarily, public agencies, such as schools, hire private contractors to do this kind of work. This time, because of earlier successes in interagency cooperation, public schools hired the Department of Transportation. There was enough work during 1972 so that no county employees were laid off.

The Department of Transportation charged only the direct cost of labor and construction, and carried taxes and fringe benefits itself. The public got roads and playgrounds at a bargain, while the Department of Transportation was able to keep its personnel until they would be needed for their regular work.

The interagency eyesore Arlington's most cooperative project so far grew out of a problem of landfill. Before Interstate 95 came into the area, the Hoffman-Boston school playground was above the highway grade. After the contractors finished building the foundations of the new highway, the playground became, in effect, a community storm sewer 30 feet below grade. An eyesore and a source of constant community anguish, the Hoffman-Boston problem forced the public school district to take their dilemma to other county agencies.

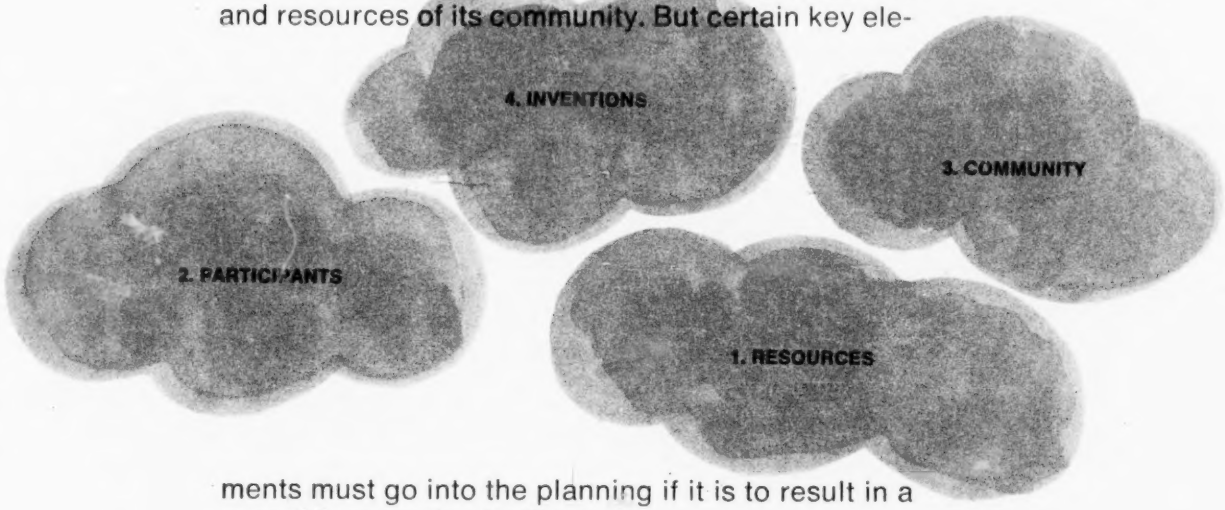
The playground problem, the school soon discovered, was the Department of Sanitation's salvation. Sanitation desperately needed a place to dump incinerator material. The Department of Transportation also needed a place to dump the debris from highway construction, so the school gladly allowed the two departments to dump on the site. It was soon up to grade. Then, in a burst of public spirit, the school district decided to dedicate the land to a community park.

The parks and school departments involved local citizen groups in planning and refused to finalize a design until it met the requirements of both the school and the community. The transportation department provided earthmoving equipment and the sanitation department designed a drainage system for the highway and the new community/school park. Out of this interagency alliance, the sanitation and transportation departments found a place to dump; the school got better recreational facilities; the community won a park, and taxpayers saved an estimated $80,000 in disposal fees and transportation charges. And the county lost an eyesore.

Other community projects in other cities have enlisted the voluntary assistance of allied community agencies. The difference in Arlington is that the alliance of public services is supported by a financing mechanism and governmental recognition. This new budgetary technique, it appears, not only attracts new sources of funds but it also fosters new alliances between public agencies.

One of the first tasks for planners of a school and community center is to allay the fears of participants. City agencies may be afraid of being gobbled up by large school administrations. Public officials may worry about the problems of two or more agencies with different geographical boundaries. Administrators may have misgivings over the performance of integrated school and social services. Agencies may have reservations about joint financing and administration. Community leaders may feel that reshuffled administrations threaten the school's responsiveness to its community. Parents may be concerned that community activities will distract children from their school work, and teachers may be anxious that a larger facility in which the school is only one element may dilute their effectiveness or reduce their status.

Although there is no assured formula for success, many of their problems can be averted or minimized by good advance planning. Every center should be and will be different according to the needs, desires and resources of its community. But certain key elements must go into the planning if it is to result in a smoothly operating facility.



The Ann Arbor, Michigan, school district developed a comprehensive community education plan that identified four important planning procedures:

1) Identify the community's resources.
2) Designate all participants in the planning process.
3) Elicit community dialog and input.
4) Invent new techniques for collaboration between users and professionals.

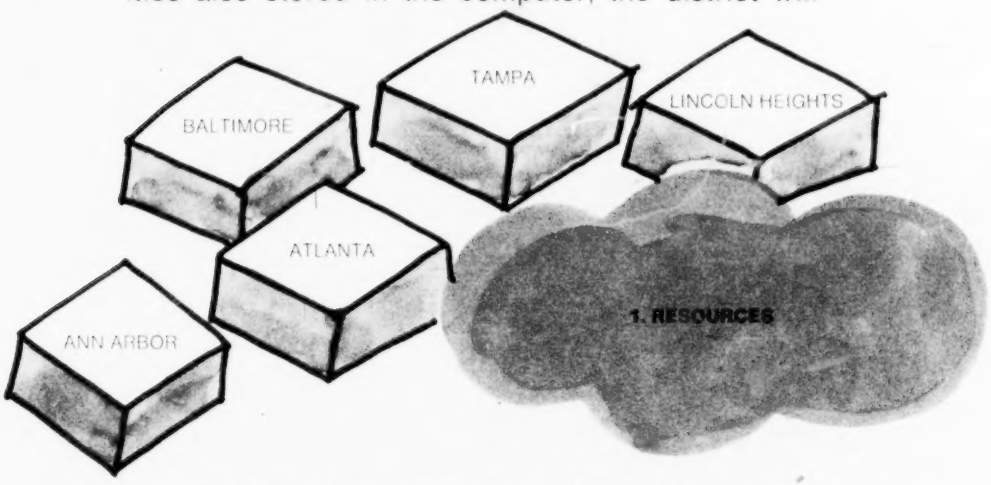
Ann Arbor's plan is not yet completed, but many critical decisions have been made early. One school is under construction and a major district overhaul is launched.

Identify resources Ann Arbor's administrators decided to identify and catalog all possible community resources. They divided their survey into three categories: a district-wide inventory of programs and

materials, an area catalog of needs and a delineation of the usage and supply patterns of both needs and resources.

The district hired a consulting firm to coordinate the investigation, collect information, and develop the financial planning. Using the collected data, the school district established a computerized mapping system so that the boundaries of population densities and concomitant educational facilities could be seen at a glance.

The computer program automatically changes district lines when population densities shift or facilities grow useless. With information about existing facilities also stored in the computer, the district will



eventually be able to predict required facilities, project the need for capital financing, and assist school and community planning. Although this computerized inventory—the result of collaboration between Ann Arbor public schools and the city planning department—is not yet complete, school and city officials are already surprised at the extent of the city's resources. Myriad agencies—local, federal, private and public—offer not only financial assistance but also priceless services—planning, consulting, fund raising, technical and professional personnel.

Atlanta's John F. Kennedy School and Community Center also demonstrates the extent to which planning can uncover available resources. The center enlisted the active support and participation of 11 public agencies, two private foundations and the federal Department of Housing and Urban Development. This planning process has been described as the most extensive cooperative planning effort ever undertaken by a city. As a result of the cooperative relationships developed during planning, the Kennedy Center is a veritable shopping center of social services for every age and need.

Nature's Classroom in Tampa, Florida, is an example of the educational resources that may be available from private industry. Now an integral part of a community education program, Nature's Classroom is a 365-acre outdoor learning laboratory, 50% of

whose operating expenses are paid by the county board of education. The balance comes from ESEA and Model Cities. In the beginning, however, the land was owned by the Southwest Water Management District which gave the school district free lease to the land for use as an educational enrichment center benefiting all county children.

This gift encouraged the State Forestry Department to furnish 4,000 trees and help the children plant them. A consortium comprising the Audubon Society, the U.S. Conservation Department, the

Nature's Classroom

Tampa Kiwanis Club and the city utilities company built a boardwalk, with space for group instruction, 400 feet into the adjacent swamp. The school district constructed a zoo and the animals' feed comes from local produce companies, bakeries and the Game Commission. Gratified by the public response, Model Cities constructed two dormitories on the site in order that all sixth grade pupils may spend one full week each year at Nature's Classroom.

People are among the many resources a community may tap. Baltimore's Paul Laurence Dunbar Community High School employs a cadre of community mothers as a liaison between home and school. Many of these mothers became involved during the planning for a new facility and later volunteered their services. The school assigns these paraprofessionals a single task: to overcome, ameliorate, smooth out or negotiate any obstacle preventing a child from coming to school regularly.

If, for example, a child fails to appear for a medical appointment—and 50% do fail to attend—a community liaison worker contacts the parents to find out why. If the parents cannot assure the child's presence at the next appointment, the worker will take that responsibility. This worker becomes responsible for the child's welfare. If the child needs medical as-

sistance, the worker arranges further appointments. If a child needs subsidy, the worker approaches one or more of the community service agencies with which she maintains contact. Thus, in Baltimore, people—not bureaucrats—attend to the personal problems of children.

A school of architecture is an excellent resource for a community, and Lincoln Heights, Ohio, demonstrated this in 1969 when it needed professional services but had no funds to pay for them.

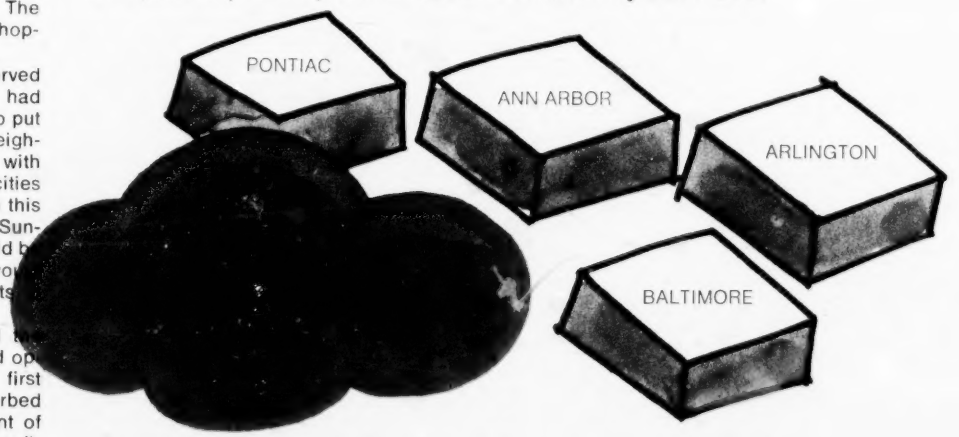
The city needed a community facilities building and reserved two-thirds of the necessary money through a HUD Neighborhood Facilities grant. With an annual budget of only $200,000, however, the city was stuck for the required one-third of matching money or services. City officials approached the University of Cincinnati's department of architecture, and six faculty members volunteered their after-hours and weekends as in-kind services.

But Lincoln Heights was still shy $70,000. The architects mobilized the community which conducted a massive door-to-door campaign netting $13,000; the remainder came from foundations, churches, industry and even neighboring communities. The Lincoln Heights Foundation, a nonprofit association of private industries, picked up the direct expenses incurred by the architects in planning and designing the Lincoln Heights Community Facilities Building—a 22,000-sq-ft "supermarket of community services."

City Hall on wheels. Rather than waiting for the community to search them out, government officials in Sunneyvale, California, converted a 28-foot mobile home into a little city hall which travels to neighborhoods, shopping centers, and schools. With a grant from the Law Enforcement Assistance Administration, Sunneyvale's Department of Public Safety outfitted the mobile center with a television set (playing video tapes on crime prevention, drugs, and topics of local interest), telephones linking curious citizens to the main city hall, a voter registration center, seats for tired passers-by, free coffee and hot chocolate, and an array of free maps and literature from municipal, county, civic, health, and service organizations. The center rolled into its first shopping center in March, 1972.

The City Manager observed that the mobile city hall had started because, "We want to put the policeman back in the neighborhood where he can rap with the people. Many central cities are renting storefronts to do this but in a suburban city like Sunneyvale, the cost of that would b prohibitive because you wo have to rent many storefronts reach all the people."

The LEAA grant covered cost of the mobile home and op erating expenses during its first year. This year, the city absorbed all costs and the Department of Public Safety expects to coordinate this program with its community school activities. In its first six months, the officers manning the center reported that more than 20,000 people visited their roving city hall.

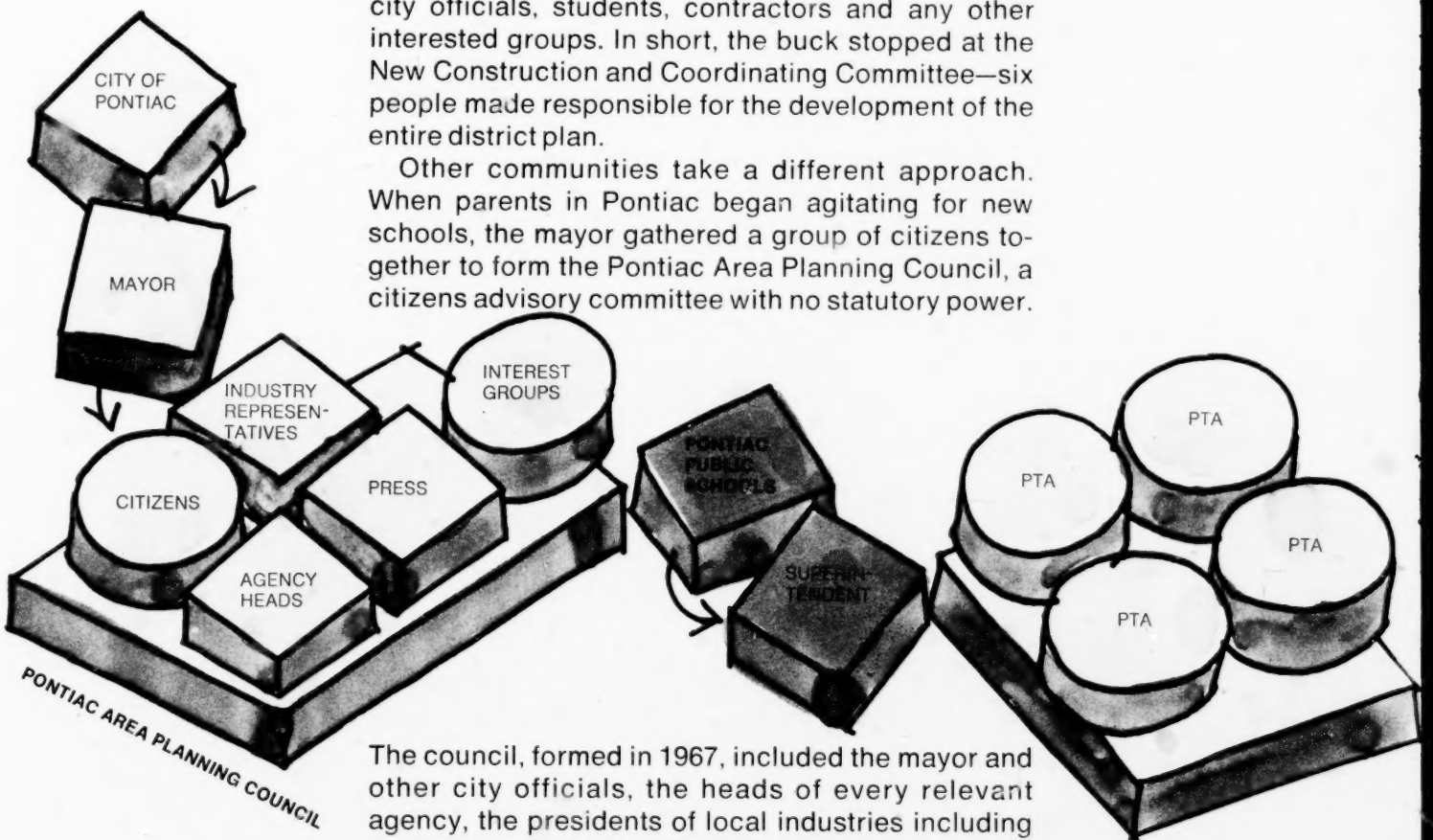


Designate the participants After community leaders and school administrators are convinced that their district needs expanded services and they are assured of financial backing, they begin to ask, "Who does what and how do we get started?"

At this point, school officials often fail to measure the depth of a community's need to become involved; the lack of expertise on their own staff; the consequences of planning decisions made without the cooperation of other city agencies, and the time and staff required to plan an integrated, multi-service school. Some schools on the other hand inventory their reserves, assess their deficiencies, and marshal the resources necessary to fill the deficit.

Ann Arbor, for example, appointed a six-member commission called the New Construction and Coordinating Committee, consisting of one board member, two central administrators, one teachers' union representative, one member of the Black Curriculum Committee, and a delegate from the City Planning Commission. Thus it had representatives of each major interest: fiscal policy, the community, teachers, school administration and public agencies. The committee was responsible for coordinating the district's education plan with individual school programs and then with architects, community planners, city officials, students, contractors and any other interested groups. In short, the buck stopped at the New Construction and Coordinating Committee—six people made responsible for the development of the entire district plan.

Other communities take a different approach. When parents in Pontiac began agitating for new schools, the mayor gathered a group of citizens together to form the Pontiac Area Planning Council, a citizens advisory committee with no statutory power.



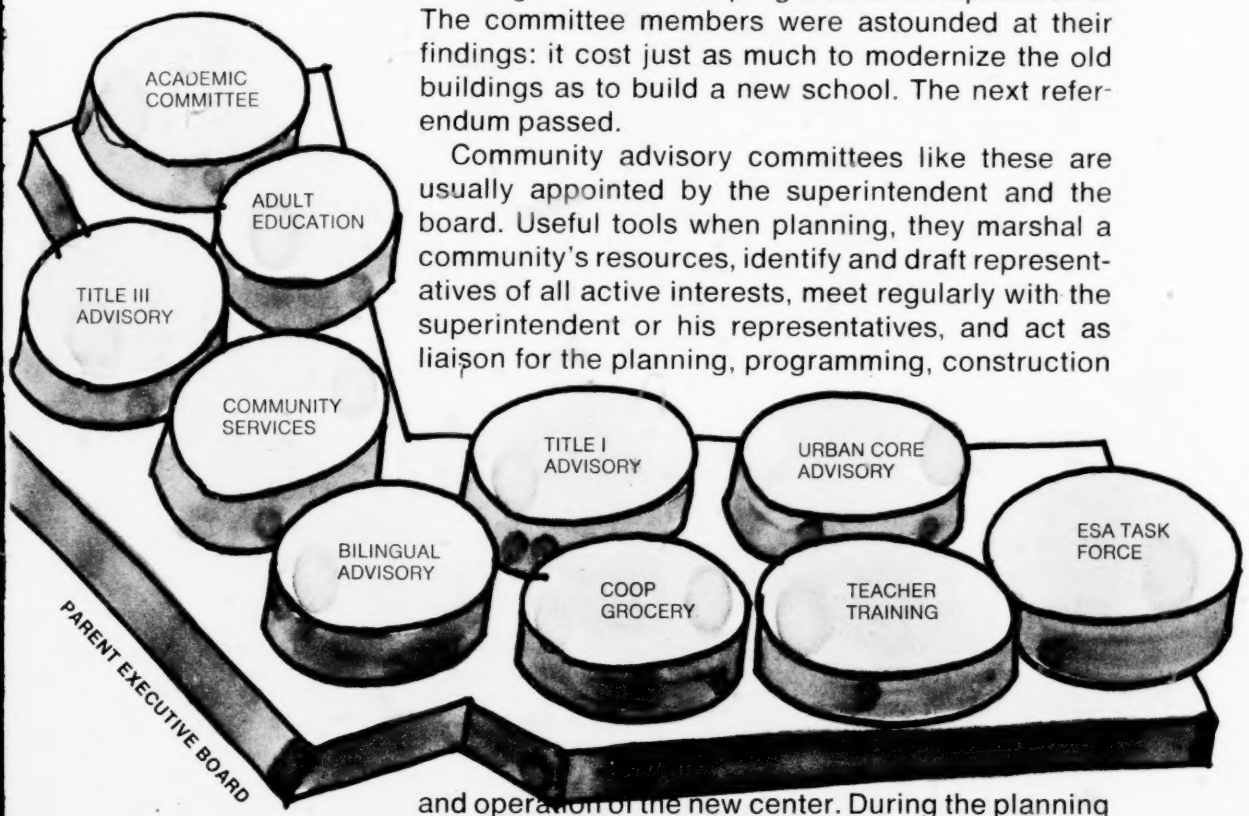
The council, formed in 1967, included the mayor and other city officials, the heads of every relevant agency, the presidents of local industries including the Pontiac Division of General Motors, black power representatives and other interest groups. As chairman, the mayor presided over frequent public meetings which received full TV and press coverage. After two years of intensive urban planning, the Pontiac Area Planning Council decided that a single multi-service unit—the Human Resources Center—should replace four elementary schools. The council then asked the board of education to take over the planning of the proposed center.

Subsequently, the board of education called a joint meeting of the PTA's of these four schools. This meeting, a real free-for-all, lasted late into the night while those in attendance aired the issues, resentments, prejudices and differences of four distinct ethnic communities. In the early morning hours, the four PTA's came to a unanimous agreement: abolish the PTA's and in their place, elect a 14-member execu-

tive board of parents, teachers and community members. This Parent Executive Board designated 10 subcommittees, each responsible for a specific facet of the planning for the new center. As the construction and organization of the Human Resources Center progressed, the Parent Executive Board became increasingly sophisticated. When the new center opened, the school district, in recognition of the community need for "psychological ownership," was able to involve this committee in much of the new center's actual administration.

Forming new committees is not always necessary. Decentralized school districts already have a community advisory board in each school. Most school districts, however, appoint a citizens committee for each specific task. After the public defeated a junior high school referendum for the second time, Arlington County Public Schools appointed a Citizens Advisory Committee that included the referendum's supporters and its opponents. The district asked the committee to study the feasibility of altering old buildings to meet new programs and requirements. The committee members were astounded at their findings: it cost just as much to modernize the old buildings as to build a new school. The next referendum passed.

Community advisory committees like these are usually appointed by the superintendent and the board. Useful tools when planning, they marshal a community's resources, identify and draft representatives of all active interests, meet regularly with the superintendent or his representatives, and act as liaison for the planning, programming, construction and operation of the new center. During the planning for the Dunbar Community High School, Baltimore designed a more comprehensive method of designating participants when and where they are needed.

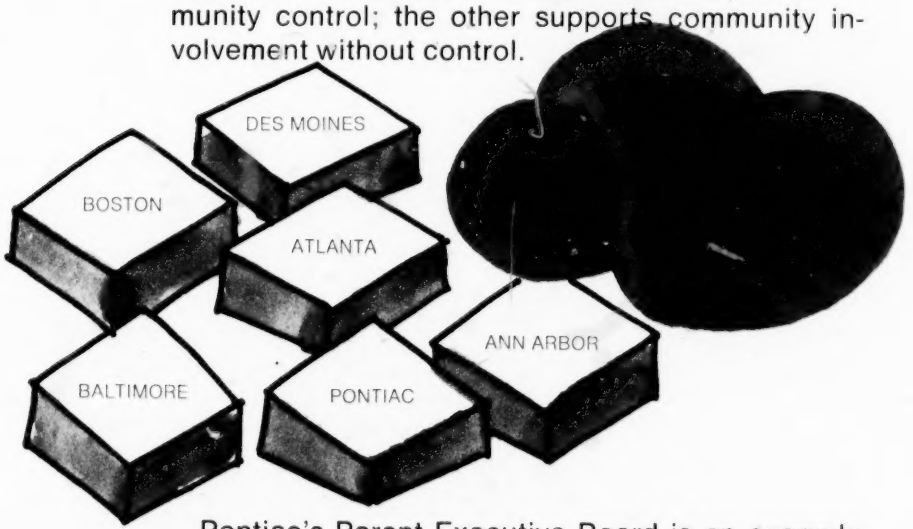


In 1971, the Baltimore City Public Schools established an Office of Physical Plant whose three major responsibilities are: programming and long-range planning; design and construction coordination, and maintenance and operations.

Because the city's $80-million school construction program involves 90 city and state agencies, the

Office of Physical Plant developed a program that defines each agency's responsibilities and details for all agencies the sequence of events from initial planning to construction. The program, called the Management Information System for Facilities Planning, includes planning and specification guidelines, cost and area analysis techniques, procedures of cost control and facility evaluation, as well as countless items for reference. So that participants know their exact roles in the overall construction project, each member receives a copy of the final document. The procedure is given credit, in part, for the Dunbar Community School's being ready six months ahead of schedule at substantial savings to the city.

Involve the community Essentially there are two schools of thought about the community's role in community education. One advocates complete community control; the other supports community involvement without control.



Pontiac's Parent Executive Board is an example of a compromise solution. The board controls much policy and activity in the Human Resources Center. There is no formal agreement prescribing this power; the district simply recognizes the community's psychological need to exercise some form of control. In Ann Arbor, on the other hand, the community performs in an advisory capacity only. For every new school under consideration, the superintendent appoints a school planning committee. Teachers, students, administrators and community members make up these committees—in effect user groups working directly with the architects to help develop programs and make decisions about spaces. Their decisions are not final; the superintendent and the New Construction Coordinating Committee must approve.

In both Boston and Atlanta, the primary responsibility of community school personnel is to elicit public response and tell the administration what the community wants. Atlanta selected both the Kennedy Center's director, Ralph Long, and its community director, Aaron Watson, from the school's immediate neighborhood. Boston, on the other hand, estab-

Possible Agencies to Participate in Planning

Community Design Centers
Urban Renewal Planning Groups
Area Planning Councils
Mayor's Office
Area Foundations
Local OEO office
Regional Community School Assistance Office*
Museums
Hospitals
Police
Regional and/or Area HEW office
Regional and/or Area HUD office
YMCA
YWCA
United Fund
Boy Scout Groups
City Recreation Department
City Planning Department
City Department of Parks & Recreation
City Department of Human Resources or Welfare
Public Health Department
Urban Corps
Urban League
Youth Assistance Associations
Teacher Training Associations
Community Colleges
VISTA
Model Cities Agencies
Community Action centers
Community service agencies
Alcoholics Anonymous
Employment Service
Public Welfare office
Skill center
Big Brothers of America
Jaycees
Lions Club
Elks Club
Rotary Club
Women's Club
Jr. Woman's Club
Literary Clubs
PTA's
Churches
Head Start
Community Councils
Fraternities
Service Organizations
National Guard
Utility Companies
State Department of Education
State Aid to Dependent Children
Community Recreation Commissions
Junior Achievement
JOBS
Job Corps
Social Security
Legal Aid
Mayor's Committee on Safe Streets (LEAA)
The Cancer Society
Crippled Children
Red Cross
Housing Authority
Health Clinics
Head Start
Health & Welfare Council
Mental Health services
Probation Authority

*See appendix for University Centers for Community Education Development.

lished a community school personnel task force whose duty is to write job descriptions and select the community directors and their assistants.

Other communities, instead of forming new committees, use project area committees from Urban Renewal, the Model Cities demonstration councils, OEO community organizations or HEW designates. All of these committees are structured as vehicles for community involvement; in themselves, however, they do not excite their communities, actively enlist neighborhood support nor provide a medium for broad community discussion and enrichment. However, these purposes can be satisfied through a special technique called a charette.

A charette is an intensified planning session where representatives of a community, with the guidance of consultants, thresh out the problems of planning and designing educational facilities. Frequently the charette's greatest value is the *ad hoc* follow-up committee which coordinates a charette's findings and keeps interest in a new school alive. Both Arlington and Pontiac held charettes during their early stages of planning. Since that time, charettes in Baltimore, and Des Moines, Iowa, have nurtured two additional community schools.

In Baltimore early in 1969 initial planning for the Paul Laurence Dunbar Community High School was accomplished via a two-week charette. A wide-ranging discussion among students and faculty, community representatives, city officials and professional consultants made representatives from Johns

The Baltimore charette.

Hopkins Medical Center aware of the community's resentment toward the center for gobbling up land and doing little for the community. The hospital subsequently offered the use of its laboratories and personnel for a new curriculum involving training for paramedical occupations.

Another outcome of the Baltimore charette was the inclusion of a Neighborhood Facilities Center with office space for the mayor, the Bureau of Consumer Services, Model Cities, Legal Aid, Department of Parole and Probation and other city agencies. It

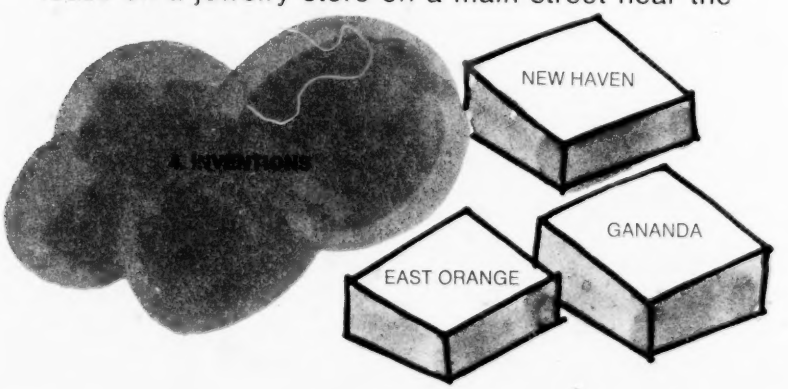
was also decided to open some school facilities during non-school hours: the theater will show movies, the dining room will be available and the vocational shops will stay unlocked. The ultimate value of Baltimore's charette cannot be assessed until the school is in full operation, but the standards and the spirit of the original effort seem to be continuing.

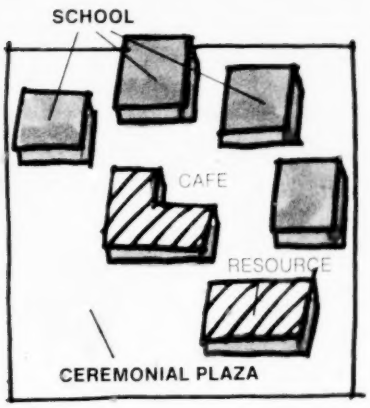
A charette also worked well in a city far less densely populated than Baltimore. In late 1970, the Des Moines, Iowa, school district passed an $18-million referendum for two new schools and appointed a Citizens Advisory Committee. Since the committee recommended two magnet schools to attract children from all over the city, school officials had to find a planning technique which could involve the entire city.

That year the board of education authorized a city-wide charette and committed $15,000 to the project. By mid-December, the idea had caught fire; Model Cities appropriated $20,000 to the charette and Polk County Schools contributed $5,000. By May, when the charette took place, many other agencies, organizations and institutions were actively and financially involved, but that initial $15,000 insured county-wide participation.

The charette continued for 10 days and every citizen, agency and group in town had an opportunity to participate. The discussion resulted in agreements that all new schools must be open plan community schools with neighborhood meeting areas, multi-purpose rooms, media centers, lounges and a community coordinator's office. The participants appointed a resident advisory council for each new school and authorized a Des Moines Community Advisory Council to follow up on charette recommendations. The new schools will open in September, 1973, with programs actively supported by a community that has already been involved for three years.

New planning inventions East Orange, New Jersey, found another way to interest the community in a design for the East Orange Middle School. During early planning, the school district took a five-month lease on a jewelry store on a main street near the





Gila River Indians credit charette for community school. The Bureau of Indian Affairs usually controls building programs on reservations but in 1971, the bureau asked the Gila River Tribe to develop their own architectural program for a new elementary school. The tribe responded by holding a charette in April on their Arizona reservation. During that month, the Gila River Indians designed the Casa Blanca Elementary School, opening September, 1974.

Eventually, every member of the tribe had a say in the program development. Within two months, educational specifications and architectural plans were prepared and it is estimated that several years were cut off the usual bureaucratic procedure.

The tribe agreed on several points: an indian architectural firm would be hired. The new school's design would reflect the customs and life-style of the Gila River Indians. And an outdoor ceremonial plaza would be included to encourage adults to use the school for education and other activities. A "cultural heritage" room—a depressed, cavelike museum exhibiting tribal folklore and artifacts—would be open to all so that older Indians would have a place to feel at ease in the building.

school so that the architects could establish a neighborhood design center. They displayed their drawings, sketches and preliminary models in the front window and encouraged passers-by to drop in, see what was going on, ask questions and make recommendations. An unexpectedly sharp interest among local residents in community recreation determined that the gymnasium should be large enough for community use and that the pool should be open to the public. Even the overall design—the use of ramps to relate indoors to outside, additional rooftop play space, a decentralized traffic pattern so children can pop into school from any direction—evolved from the dialogue between architects and visitors. The new community middle school is scheduled to open in 1973 so the design center is no longer needed; it's now an ice cream parlor.

Planning can be a game, too. Developers of Gananda, a new town outside Rochester, New York, used the game technique to discover what the people who would be affected most by the new town liked and

Gananda game in progress.

disliked. What were the community attitudes, mores and prejudices about the nature and arrangement of buildings?

The six-part game brought written responses from professionals in the region whose reaction to the new town would profoundly influence its planning: architects, fire marshals, church representatives, mayors, consultants, developers, city planners, commissioners and others—all playing the 12-hour game on a first-name basis. In many cases professionals who lived and worked in neighboring communities began to talk to one another for the first time about common problems. During the game, these professionals made design decisions. Afterward, many of them volunteered to serve on new town task forces and several now serve on the newly elected board of education.

In a common goal to improve and interrelate high school curriculum, private industry, and public ser-

vice, Hillhouse High School in New Haven, Connecticut, and the Olin Corporation, a chemical and munitions factory a half mile from the school developed an innovative continual planning program as part of a joint community education enterprise. Hillhouse and Olin were seasoned veterans of a non-cash co-

Hillhouse Community Health Fair.

operative exchange program: Olin's staff regularly supplemented the school's curriculum and vocational program while the school was Olin's permanent community affairs and neighborhood political advisor. Both partners sensed the community's need for better health maintenance programs and decided to cooperatively sponsor a "Community Health Fair." It ultimately became a public information happening at which the community could learn about and sign up for practically any available health service.

The school had no difficulty getting participants; more than 20 societies, municipal agencies, and public service organizations joined: The Red Cross, the American Cancer Society, Family Planning, hospitals, clinics, alcohol and drug abuse programs.

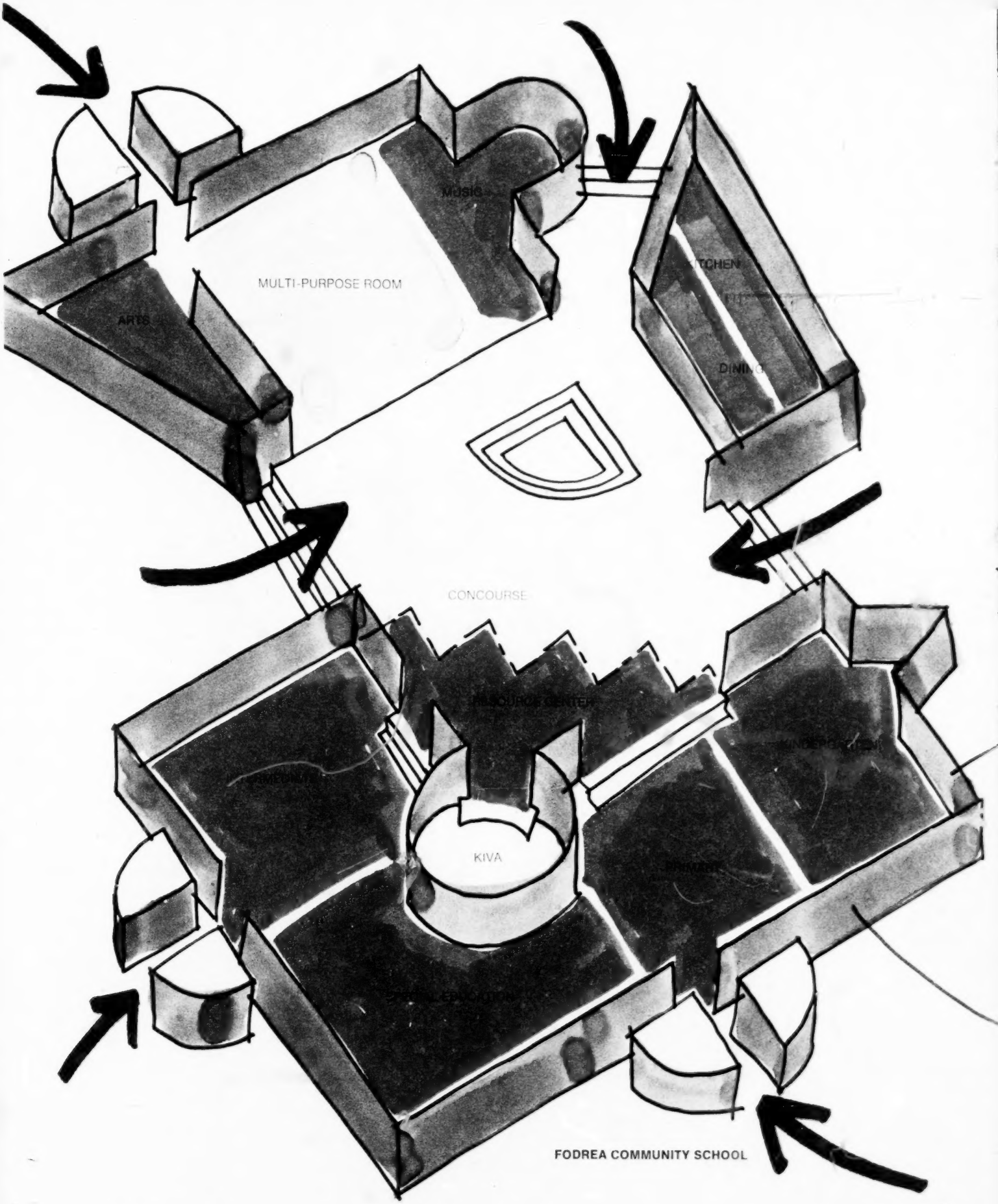
Because of the fair, Hillhouse was able to accomplish its two main goals: make the community aware of and actively interested in neighborhood health, and unify heretofore solitary agencies whose allied resources could better remedy community disorders.

These are only a few examples of new planning techniques that are being applied to community school design. Their purpose is to augment basic architectural and planning tools so that new school and community centers, when constructed, will better fit the needs and preferences of their users. Furthermore, new techniques in planning community schools reflect new concerns for the development of common service delivery systems. The use of these techniques could assure a better response to the many new voices in community school design.

Architects hold classes to design community/school. Unlike most elementary schools, the Fodrea Community School was designed by pupils from several nearby elementary schools and various interested citizens. The architects, putting a new emphasis on the ultimate user of the school, held a series of four-hour design classes during school hours so that the youngsters could make real decisions about the new school. In the afternoons, the community was invited to react to the emerging design and make their own suggestions.

Some of the recommendations —waterbeds, color TV, robot teachers, and automatic doors— were not used, but the final design did incorporate many features that the kids wanted—tunnels instead of hallways, ice skating ponds, airconditioning, nooks for privacy and spiral slides. The slides are parallel to stair wells and one slide runs from an academic area down to the library.

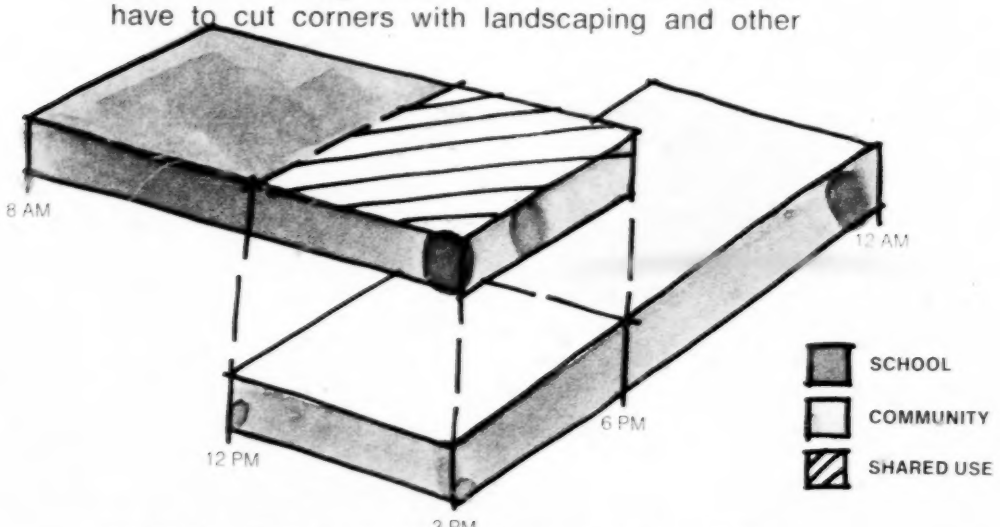
The community wanted a school open at night and during weekends—so the architects included a community room and multi-purpose area for recreation and leisure activities. The school, opening in December, 1973 will house 640 pupils, and various adult and community education programs.



FODREA COMMUNITY SCHOOL

A single facility housing a community/school can be used more efficiently than school and community services housed separately. The obvious efficiency is in the number of hours a cooperative venture can be used: it operates from morning to night and during weekends whereas a separate school stands idle after 4 p.m. and a community center may be empty until mid-afternoon.

This extended use reduces operating and maintenance costs throughout the life of the community/school facility. And, it lowers capital investment because a single site requires less land than two and it costs less to build one facility than two that provide the same amount of space. Another advantage of a joint venture is that its participants usually have wide access to funding and therefore the owners do not have to cut corners with landscaping and other

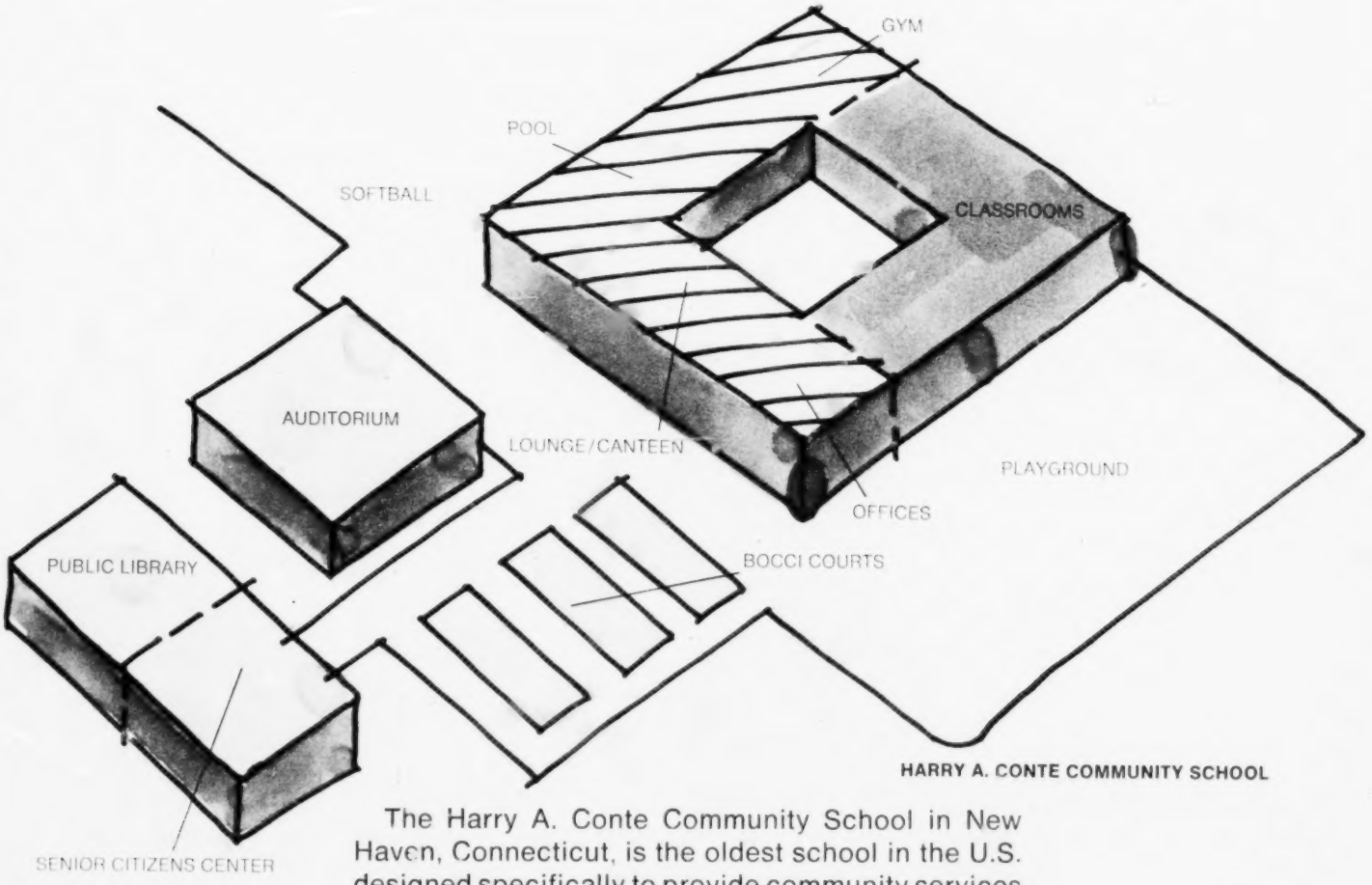


amenities. Such amenities often make it possible to provide programs for students and community in specialized facilities that otherwise would not be available to either group.

Because of its joint constituency of school and community, the cooperative facility concept will create initial and continuing support from the people in the community. As many agencies as possible should be involved in the center so as to broaden its appeal to the community and also make the center more independent and able to continue if one participant should drop out.

The architecture of these centers is beginning to reflect the same alliances demonstrated in services—separate agencies are sharing more and more common facilities in order to reduce duplication and costs. Architects are discovering new problems in the design of spaces that have to be programmed to serve practically anybody at all times of the day. The following examples illustrate ways in which architectural solutions meet these new requirements in community education.

Shared site Traditionally, professionals in education and social services have tended to admire each other from a distance while making only perfunctory proposals "to get together sometime." Recently, however, some of them are joining forces.



HARRY A. CONTE COMMUNITY SCHOOL

The Harry A. Conte Community School in New Haven, Connecticut, is the oldest school in the U.S. designed specifically to provide community services on the same site with a school. It opened its doors to the Wooster Square neighborhood in 1962.

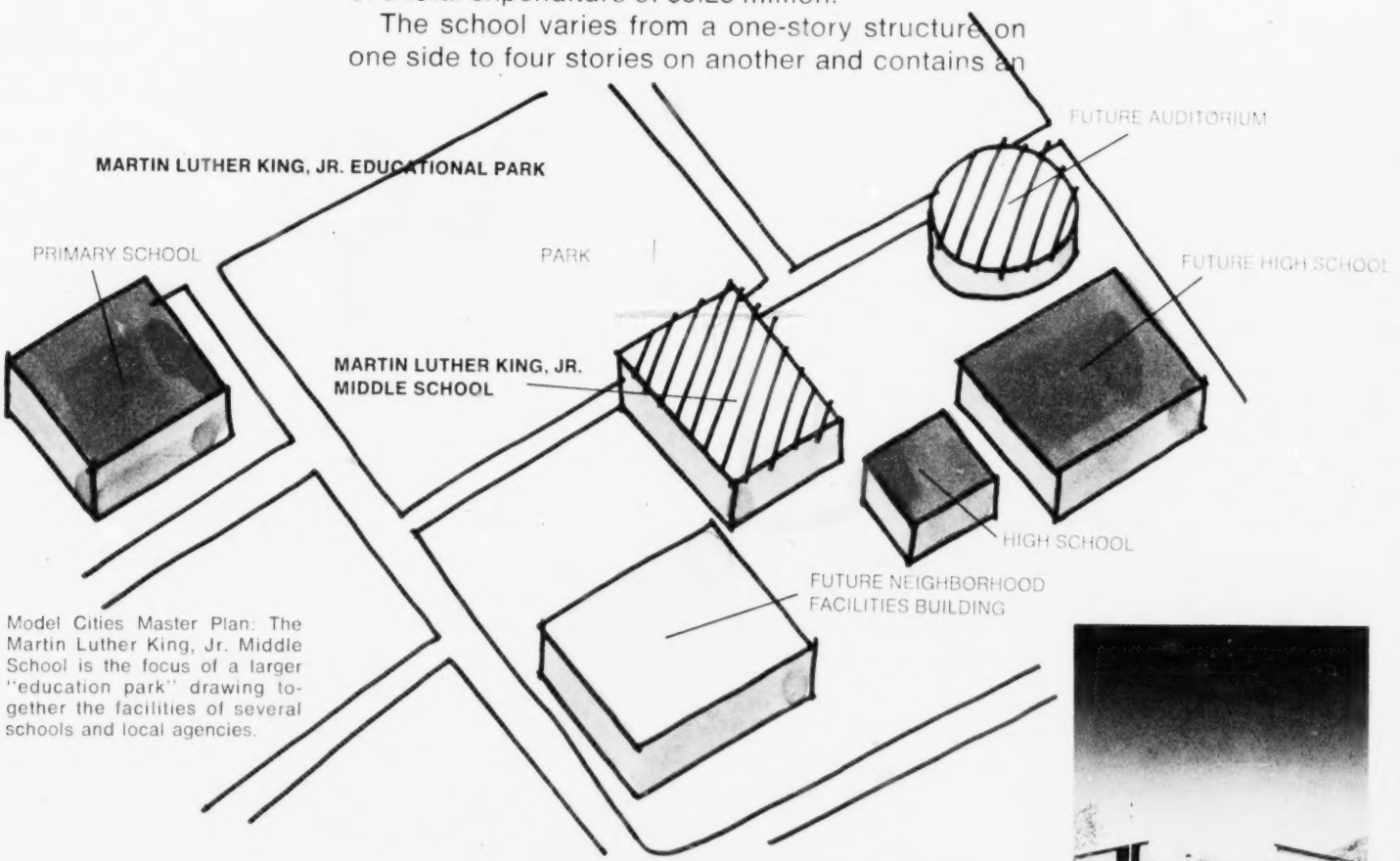
The project was financed with federal funds for land, Urban Renewal support for neighborhood facilities and state aid for school construction. The architects designed the community-oriented "education park" to include an elementary school (K-8), a public library and community facilities to fit on a two-city-block site.

Conte provides education for everyone and special services many of the city's needy seven days a week until 9:00 p.m. In 1972 over 110,000 persons—not including school children, senior citizens or library patrons—visited the Conte Community School. The school—although it is not integrated with social services—has turned an otherwise dying and dilapidated neighborhood into one of the bright spots of New Haven's urban renewal.

Atlanta's Martin Luther King, Jr. Middle School, opening in September, 1973, is also part of an education park. It shares a public park with a high school, an elementary school, and a neighborhood services building.

The middle school, first phase in the total plan, was jointly planned by the board of education and the city department of parks and recreation and partially funded by Model Cities, which supplied $2 million out of a total expenditure of $5.25 million.

The school varies from a one-story structure on one side to four stories on another and contains an enclosed swimming pool and two gymnasiums for student use during school hours and for the community after-hours. Teachers meet classes in seven clusters of open-plan learning space arranged around an open commons. This two-story commons area provides access to the teaching theater, dining room, library, mezzanine and physical education area. It thereby solves traffic problems, yet allows the separation of community and school activity. Construction of the high school and the neighborhood facilities building is expected to begin in 1974.



Model Cities Master Plan: The Martin Luther King, Jr. Middle School is the focus of a larger "education park" drawing together the facilities of several schools and local agencies.

A community education park under construction in Arlington, Virginia, will serve the entire county. It will be called the Technical Education Career Center and combine a branch public library, a human resources center, a career education school, and an elementary school on the same 13-acre site. The TEC center will be the county's only comprehensive vocational facility and it will serve an extensive adult education program in addition to its courses for 10th, 11th, and 12th grade students.

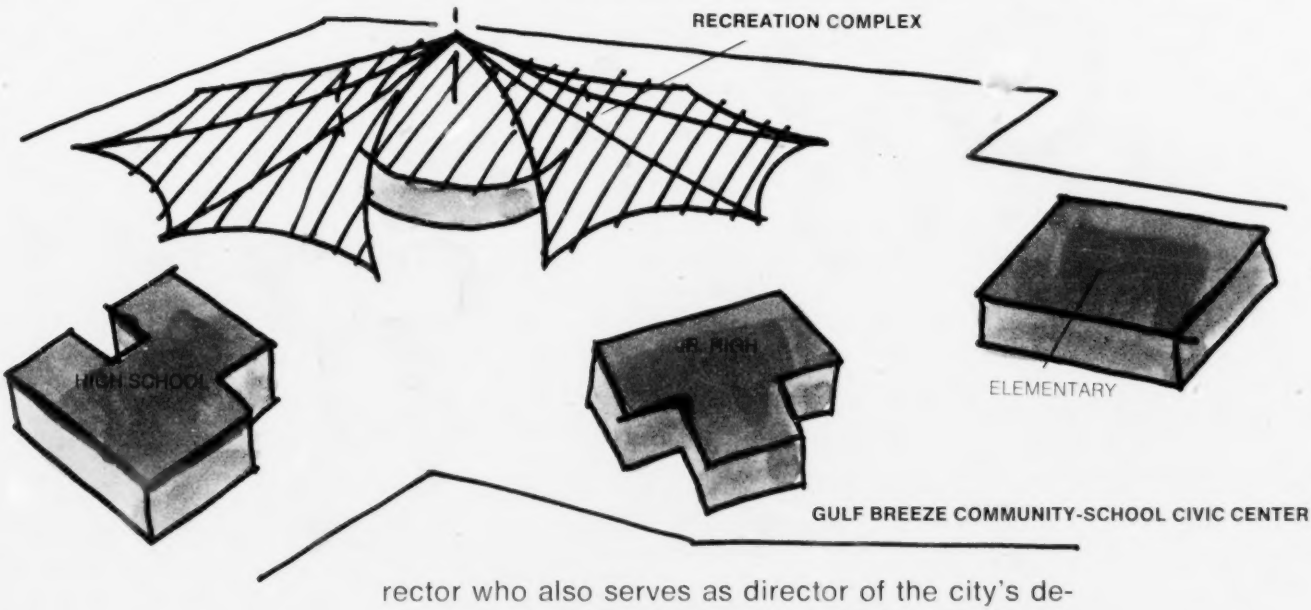
The complex was designed on a single site because of the advantages in integrated planning. The public library, for example, is the only materials resource center for a 640-student technical school, a

Chevy Chase Library and Fire Station. The city of Glendale, California, no longer builds libraries and fire stations; it builds fire station/libraries instead. According to the chief librarian, the city has constructed four such combined facilities because of some interesting advantages: a larger building attracts more notice and makes citizens aware that their government is providing for them. The department of libraries pays a lower fire insurance rate. The city needs less land for the joint facility so more land is left for private use. And, although fire stations are built more frequently than libraries, their programs complement each other. An around-the-clock crew of firemen, for example, has prevented vandalism and provides security for library staff and clientele.

The architects report that the two structures are about the same size, need many common facilities, and combine easily. They also report that the fire marshall's inspectors find very few fire hazards in a building shared by a hook and ladder company.

550-pupil elementary school, and the human resource satellite—a collection of clinics for maternal and child health care, family planning, mental health, and dentistry plus neighborhood centers for drug and alcohol abuse programs, occupational and physical therapy, county home health services and welfare. Furthermore, the Arlington County Department of Environmental Affairs performs the grounds-keeping tasks for the entire site and a common budget pays for joint expenditures that benefit all agencies.

Gulf Breeze, Florida, illustrates how two city agencies can efficiently combine their resources on a single site. Gulf Breeze's community education director who also serves as director of the city's department of parks and recreation, decided to coordinate school and city needs by a shared complex of schools and recreation facilities.



GULF BREEZE COMMUNITY-SCHOOL CIVIC CENTER COMPLEX

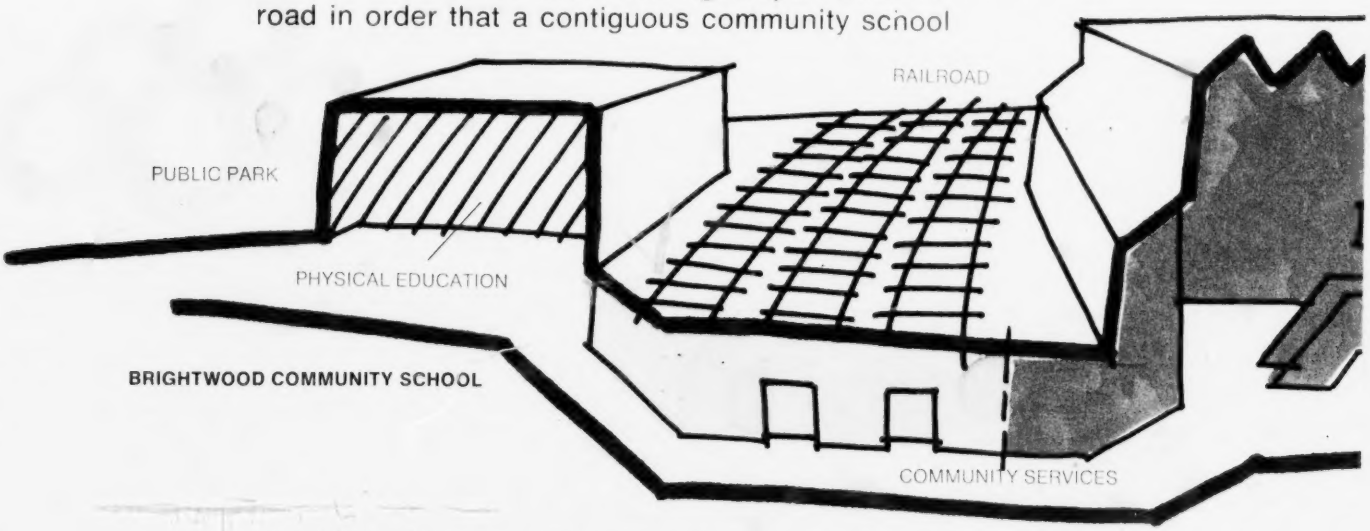
Three schools—elementary, junior high and high—were constructed on a single 60-acre site. None of the schools contains any recreation or leisure facilities. Instead, a combined school and city sports complex, including gymnasiums, multipurpose rooms, indoor tennis courts, club and kitchen facilities, lounges, dressing rooms, a 300-seat auditorium and a swimming pool, is being constructed in the middle of the site. The city maintains a race track and a stadium on adjacent property which together with the sports center and the three schools forms the "Gulf Breeze School/Civic Center Complex." The complex makes efficient use of available facilities (the high school will use the city stadium, for example) and the designers estimate that the complex will save in excess of $1 million since none of the three schools needed separate recreation facilities.

Perhaps the Brightwood Community School under construction in Springfield, Massachusetts, makes best use of the slim resources of what could have been a hazardous, if not impossible site. The center

joins a neighborhood facilities center, an 1,100-student elementary school (4-6), a public library and a recreation center into a single integrated unit.

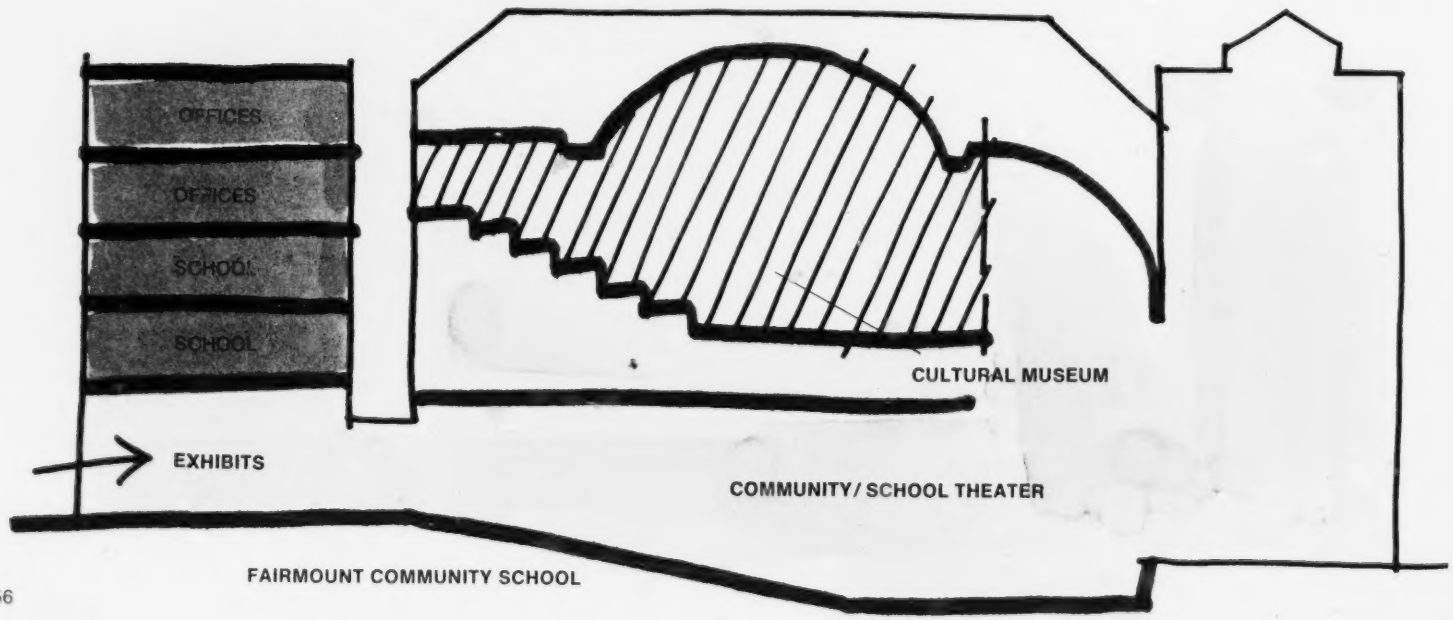
The problem was where to put the new center. The two communities scheduled to use the building were on opposite sides of a row of railroad tracks and an interstate highway. A school on either side of this barrier would be inaccessible to the other community.

With this in mind, the school district acquired easements under both the interstate highway and the railroad in order that a contiguous community school



could be built using three separate parcels of land. An underpass designed like a pedestrian mall provides a shopping center of social services which connect the two previously isolated communities.

Shared renovations In a trial alliance, school districts and public agencies sometimes move into neutral space to set up an experimental joint school and community venture. This neutral territory enables both agencies to commit a limited amount of time and funds while they work out their relationship.



The former Fairmount theater in New York City is serving as neutral territory for an elementary school, a community theater, a cultural museum and the office of the superintendent of the school district. During the renovation, the State of New York gave the city money specifically marked for a community education center. The theater's balcony became a community/school museum stocked with resources on loan from the Metropolitan Museum of Art.

The first phase of the renovation was completed in 1972. Two more phases are planned. In the next

phase, the lower level will be turned into a meeting room and multipurpose theater. The last phase calls for a new entrance to solve the building's traffic problems and an expansion of the exhibit space. When completed, this neutral community territory will allow museum, city and school employees to explore new methods of integrating other resources for community service.

Since none of the community-oriented organizations in Pawtucket, Rhode Island, had money to purchase land, an enterprising group of citizens acquired an abandoned ship and floated an experimental Model Cities community center. Local youngsters took the lead.

When ferry service across Narragansett Bay was discontinued, the city of Pawtucket sold one of its ships for a dollar to a nonprofit corporation called Ferry, Inc. The corporation's executive committee consists of 15 youngsters who in turn selected 15 businessmen, lawyers, teachers and councilmen to join the committee. The committee invited an assistant professor of architecture at the Rhode Island School of Design and some of his students to participate in the reclamation project. Meeting regularly with the committee and Model Cities representatives, the design team gradually developed a teen-age government to operate the center and a proposal for a $100,000 HUD grant to renovate the ship.

With HUD money assured, the design team spent

almost two years nurturing the proposal to reality. Today "The Ferry" is a teen-age community center with workshops, a library and media center, a coffee house, counseling services, multipurpose and recreation rooms. Model Cities, Pawtucket Parks and Recreation Department and Pawtucket Public Schools cooperate in financing and operating The Ferry. The three sponsors are planning tentatively—depending upon long-term working relationships—to add school satellites, a career education center, a radio station, a newspaper and a community theater. The Ferry still has plenty of space for additional programs; more than two decks remain to be developed.

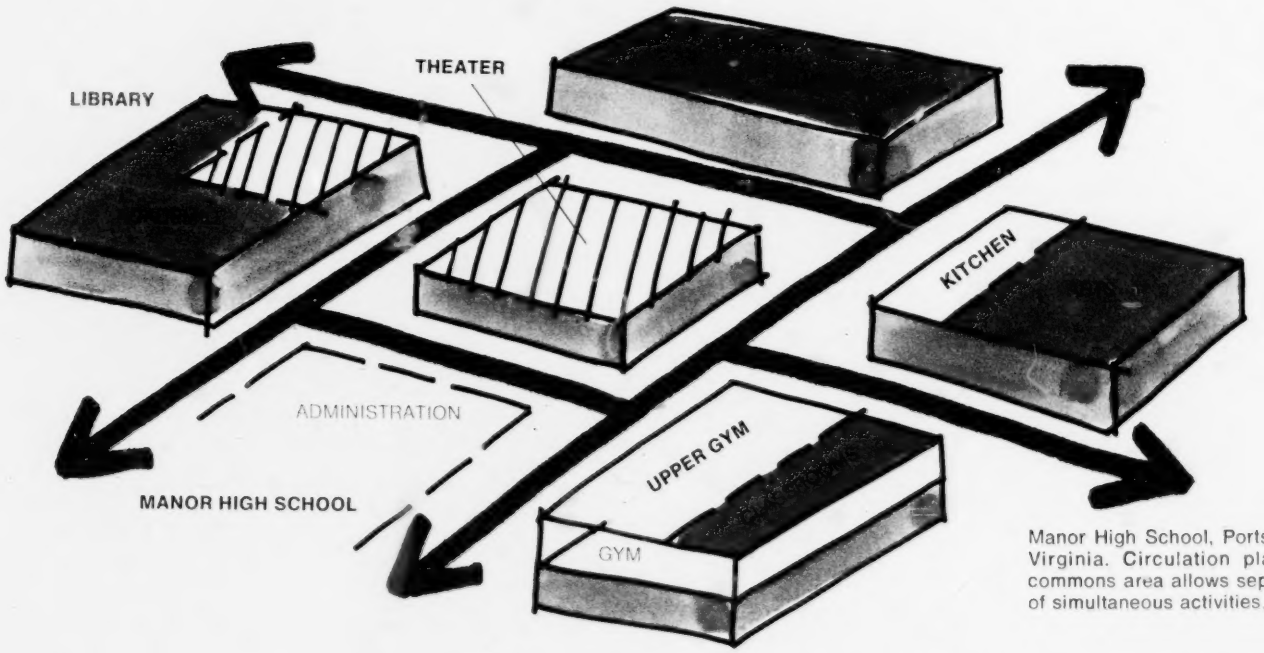
Found space in which community schools spring up is not always this exotic. Some school districts find that old schools whose interiors no longer meet stringent fire codes can be modernized into community centers with less rigid requirements.

In Arlington, Virginia, for example, obsolescence threatened the Neill Custis Elementary School. In-

stead of demolishing the building, the public schools and the county library department mingled the resources from two separate bond issues in order to merge a branch public library with a media center in a renovated elementary schoolhouse. An addition will increase the school's classroom space, and a control center will monitor both halves of the new public/school library.

Shared construction structure A growing number of school districts, convinced either through experience or observation of the advantages of shared space and pooled resources, are constructing jointly designed and funded facilities. These new community/school cooperatives, whether they house joint or independent programs or both, are without exception better facilities than a single school or community agency could afford alone.

When Portsmouth, Virginia, needed a new high school to serve three distinct communities, the voters



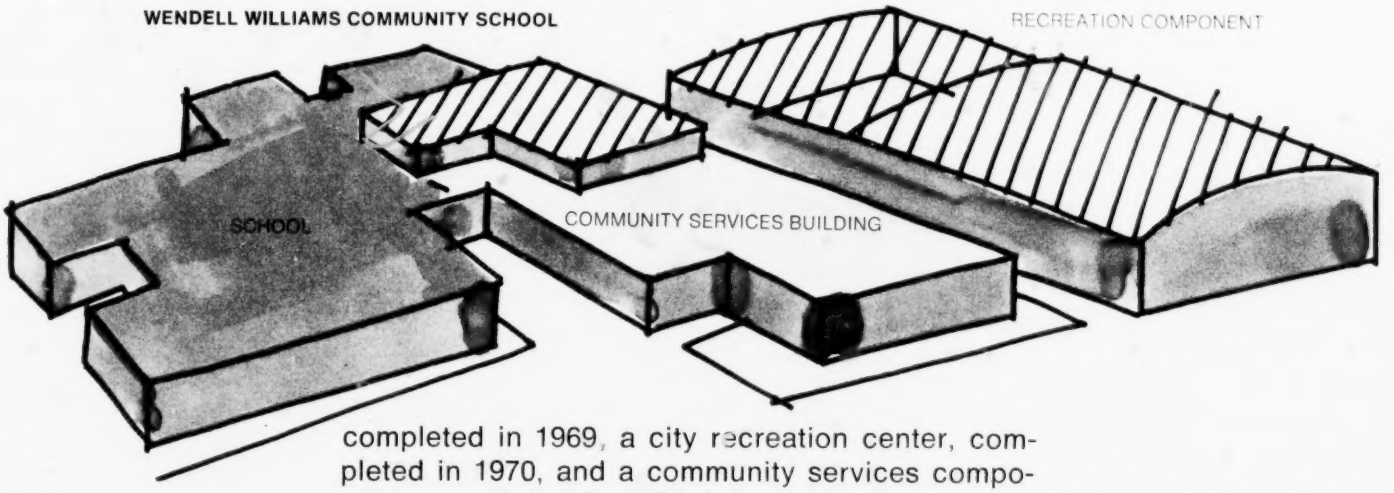
Manor High School, Portsmouth, Virginia. Circulation plan and commons area allows separation of simultaneous activities.

passed a referendum for a community school with facilities to serve all three neighborhoods at all times of the day. All financing came from local budgets. The city reimbursed the school for the square-foot cost of the branch public library.

Besides the library, the Manor High School contains a planetarium (partially financed by a National Defense Act grant), a 300-seat mini-theater (aided by a theater group) and office space—all specifically designated for dual school and community use. In addition, a gymnasium and locker unit is open after-hours to the community and sometimes during scheduled portions of the day. A central commons allows access to the school's concession stands, kitchen/dining areas, and restrooms, as well as to the gymnasium and theater, without entering any of the school's aca-

demic or administrative areas. Thus, the design allows the separation of community and school activities while making the commons available to everyone at all hours of the day.

Sharing a common address does not guarantee total or immediate cooperation. More often than not, this develops gradually. When Flint constructed its completed in 1969, a city recreation center, comof three community services: an elementary school,



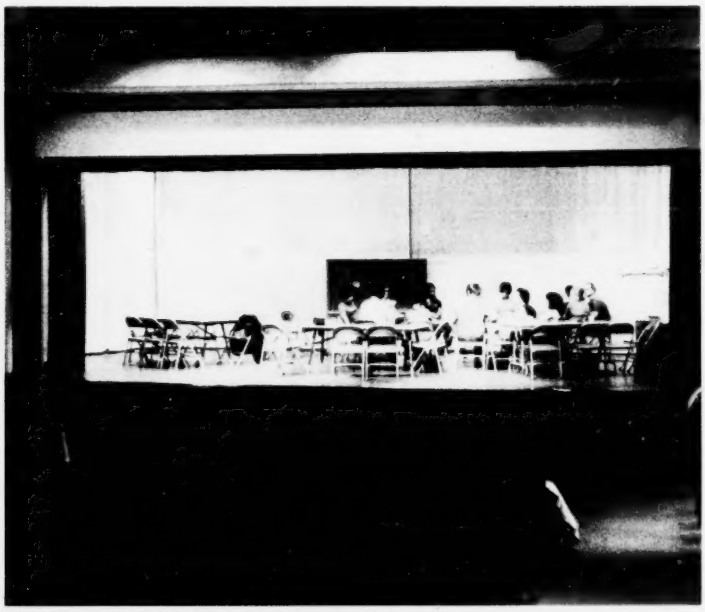
completed in 1969, a city recreation center, completed in 1970, and a community services component, completed in 1971. Intended to be a single integrated facility, the agencies are now beginning to integrate their activities and administration.

The project was cooperatively financed. Flint's Board of Education acquired the property and constructed the school; the State of Michigan provided $600,000 for recreation facilities; a Neighborhood Facilities grant provided $443,000 to construct the community services building, and the city of Flint added a $276,000 recreation component to the school building that includes an office for the community school director.

Although these three buildings are distinctly separate, each with its own governing unit and each with a different name, there are some indications that the three separate administrations are beginning to integrate and explore the possibilities of a multi-service delivery system. For example, the social service component runs the hot lunch program for the school. The Department of Parks and Recreation shares its swimming and ice skating facilities with the school's physical education program, and also assists the school's science department with experiments in ecology.

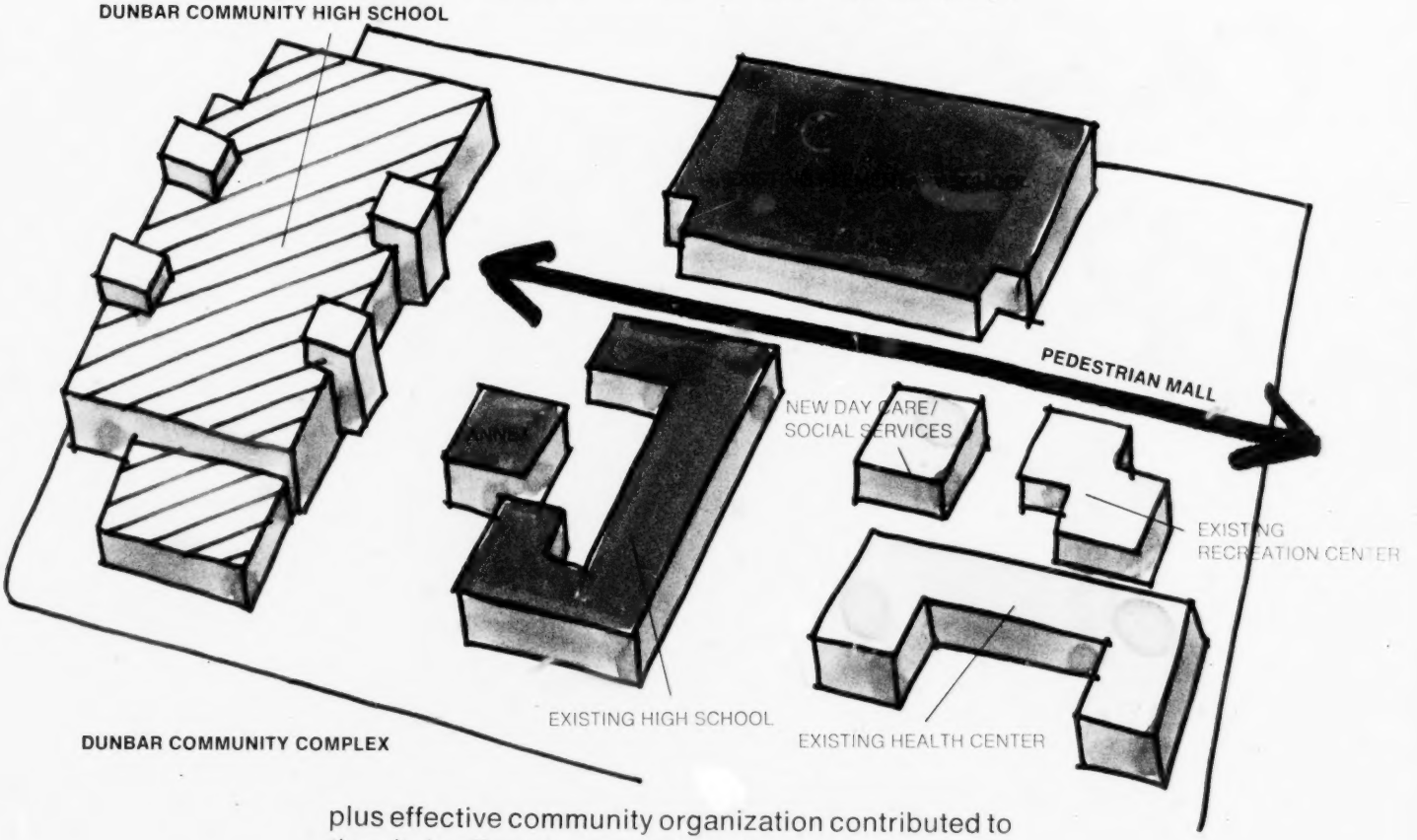
Logically, when partners in community school projects intend to integrate their activities, they design a facility whose spaces reflect the cooperation. Atlanta, for instance, designed the John F. Kennedy School and Community Center as a single building accommodating 11 community agencies and 1,050 middle school students. Since most school spaces are on the third floor with a separate street entrance,

Community/school facilities often do double duty. In the J.F.K. School and Community Center, for example, the typing classroom (top, opposite page) is used by students during the day and by adults at night. The auditorium (middle) serves school activities between 9 and 3 and community meetings after hours. In fact, the same space often changes its function during an 18-hour day. The J.F.K. dining area (bottom) is a community assembly in the morning, a student cafeteria at noon, and a ballroom in the evening.



the first and second floors are available for full-time community education and social services. According to Darwin Womack, assistant superintendent of school plant planning and construction, a building's shared spaces (hallways, food service, gym, library, etc.) need to be only two-thirds larger than they would have been had the building been only a school although it serves twice as many people. Furthermore, the city of Atlanta saves between 5 and 10 acres of land it would have used to construct separate school, recreation, and community facilities.

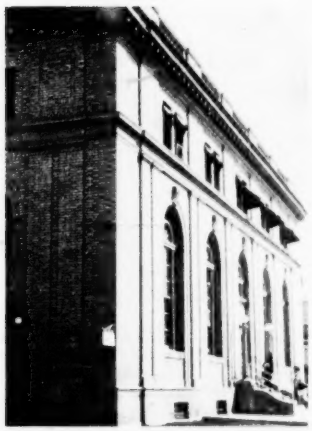
There are other advantages in the construction of joint school and community buildings. When several agencies share expenses, they can afford better facilities with expanded options and enriched programs. The Paul Laurence Dunbar Community High School benefited from these circumstances because the participants of its community planning charette agreed to include offices for a mayor's representative, the Bureau of Consumer Services, Model Cities, the Department of Parole and Probation, the state department of employment security, Social Security, and a CAA Credit Union. An active follow-up campaign



plus effective community organization contributed to the city's efforts in acquiring federal money for community facilities. Eventually, HUD granted the city of Baltimore $1 million for the construction of neighborhood facilities: a day care/social services building on the north end of the site and community services at ground level of the new high school. This will enable the 1,600 students in the career high school to use facilities the school district would not have been

able to afford without federal financing.

The Neighborhood Facilities Center in the new high school will stay open eight hours a day. The school's shared facilities will be available for community use during non-school hours; the theater will show movies, the dining room will remain open, and the vocational shops will run an after-school program. In addition, an ambitious site development plan intends to take advantage of new cooperative relationships between public education, city services, and Johns Hopkins Medical Center. The Dunbar Community Complex will occupy an entire "superblock" created by closing some streets. The complex will include the new Dunbar Community High School, the existing Dunbar High School remodeled into a middle school, a new day care/social services center, plus an existing elementary school, recreation center and public health clinic. One of the streets closed by the new plan will be developed into a pedestrian mall relating all the structures to each other and the complex to its community.



Former Post Office is now public/college library. In 1968, the postal department of Kalispell, Montana, moved out of its old downtown facility and into new quarters in another part of town. Instead of demolishing the old post office, the federal government agreed to give the building to the local school district provided that it be used for educational purposes.

As there was more space in the building than the school district could use, school officials invited the Kalispell Department of Public Libraries to open a joint, downtown public library. Public Libraries agreed and the school district provided free space for maintenance costs only. Later, the Flathead Valley Community College also requested space for its student library. The library department agreed to lease space for a yearly fee covering utilities, staffing and services.

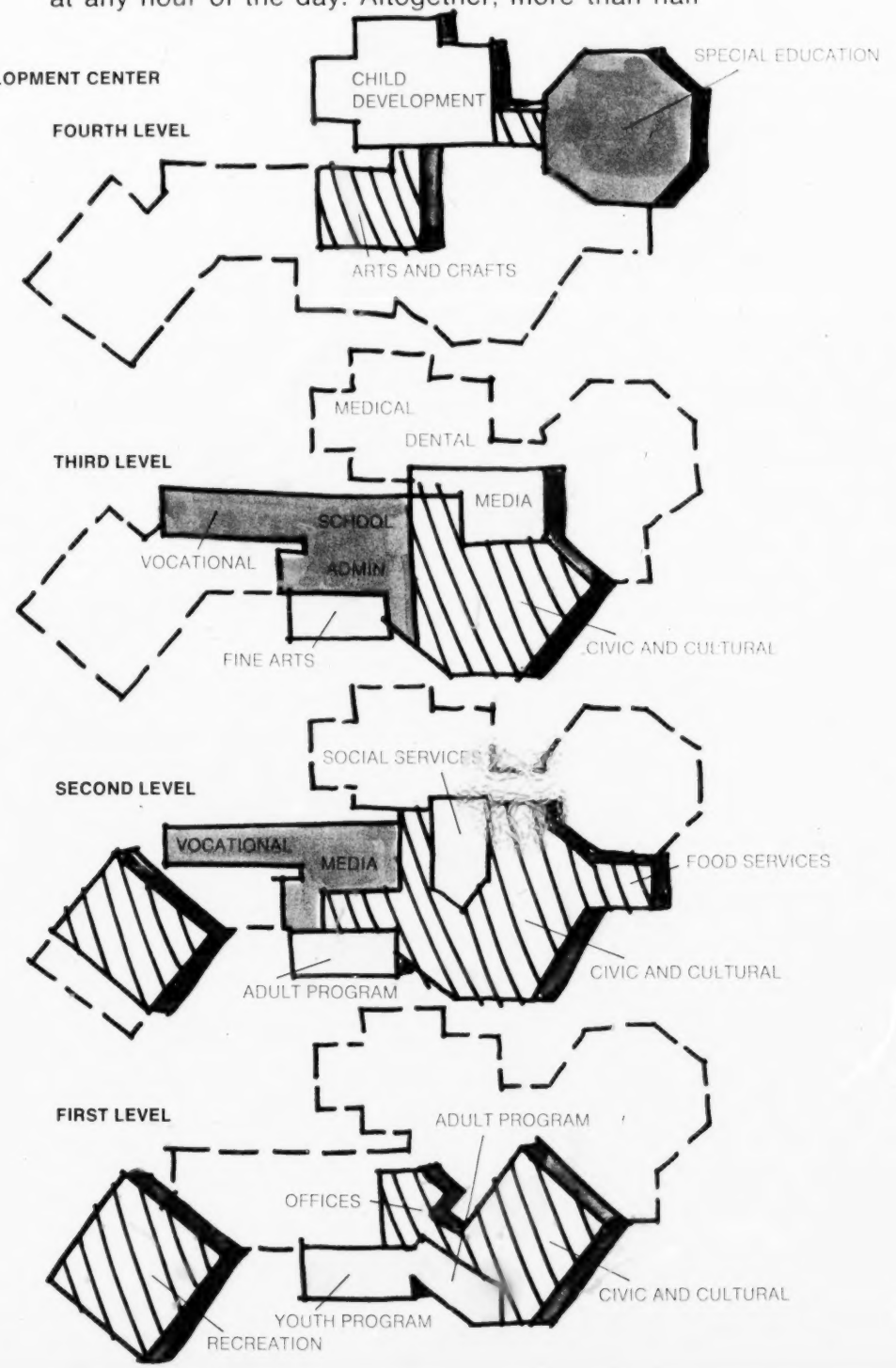
Today, the old post office is the Flathead County Free Library serving school students, the community college and every county citizen. A community college identification card enables students to use the public library and a public library card enables the community to use college facilities. All services are provided by the library department which also staffs the college library. With an old post office building, a little rennovation, and modest operating fees, Kalispell has an allied library system which pools the resources of three public agencies.

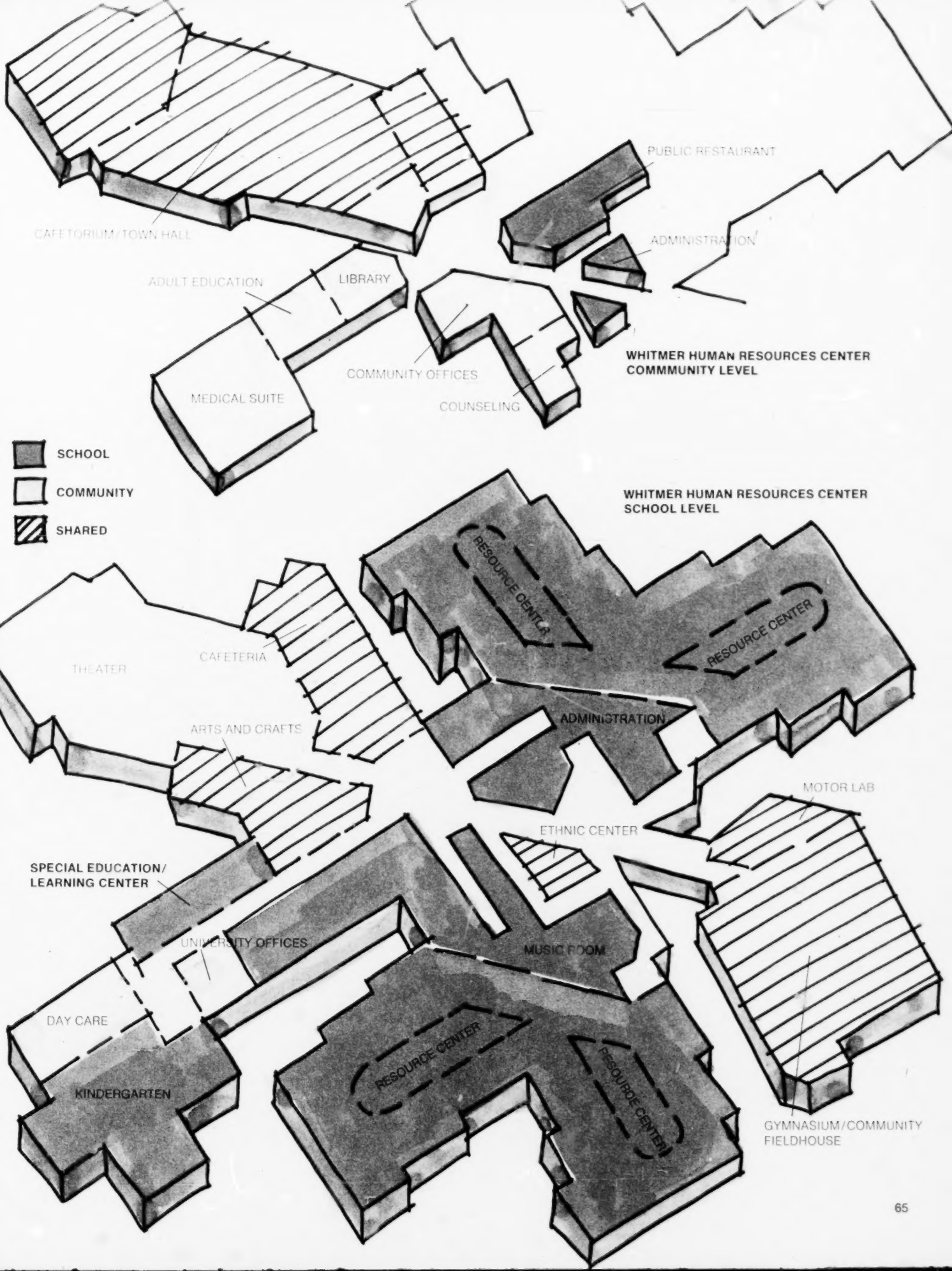
Sometimes, the involvement of many agencies in a single project leads to new flexibilities in financing and construction. The Human Resources Development Center in Hamilton County, Tennessee, involves the cooperation and eventual integration of more than 40 public and private agencies. In order to simplify the design, the planners divided the proposed complex into five components: 1) vocational and special education; 2) child development; 3) social services; 4) management and administration, and 5) multipurpose. The multipurpose component is an assemblage of all shared-use facilities: recreation, resource and media collection (including a branch public library), food preparation, transportation, and storage. The building is designed so that each component can be constructed independently. When all components are completed, they will form a single community services complex. Because of this incremental design, the county may construct a component whenever it can obtain the money instead of waiting for the entire amount. In fact, with a recent Appalachian Regional Commission grant, Hamilton County will be able to begin construction of the educational component in late 1973.

Shared space Many school and community centers are discovering that multi-use schools have a greater need for multi-use space than for specialized facilities. The HRC in Pontiac is designed to accommodate a comfortable blend of students and community in spaces specifically programmed for shared usage. This blend of community and school use is the result of a comprehensive mixture of many forms of education with many social services. The center's most public place is a school and community inter-

section in the geographical center of the building. Two levels of educational and community facilities are arranged around this public intersection: a community college extension, adult education classrooms, medical and dental suites, a vocational training center, legal and employment assistance offices, family counseling, and welfare.

Mixed into these community and school areas are a multitude of spaces that support the needs of a steady exchange of people and activities: a fine arts workshop, community cafetorium, public restuarant, community lounge, and public library. In addition, a full theater, public gymnasium and several seminar spaces may be used by either school or community at any hour of the day. Altogether, more than half




PUBLIC RESTAURANT
CAFETORIUM/TOWN HALL
ADMINISTRATION
ADULT EDUCATION
LIBRARY
COMMUNITY OFFICES
MEDICAL SUITE
COUNSELING
WHITMER HUMAN RESOURCES CENTER
COMMMUNITY LEVEL
SCHOOL
COMMUNITY
SHARED
WHITMER HUMAN RESOURCES CENTER
SCHOOL LEVEL
RESOURCE CENTER
RESOURCE CENTER
THEATER
CAFETERIA
ADMINISTRATION
ARTS AND CRAFTS
MOTOR LAB
ETHNIC CENTER
SPECIAL EDUCATION/
LEARNING CENTER
UNIVERSITY OFFICES
MUSIC ROOM
DAY CARE
RESOURCE CENTER
RESOURCE CENTER
KINDERGARTEN
GYMNASIUM/COMMUNITY
FIELDHOUSE

of the Human Resource Center's 176,000 sq ft is programmed for joint usage. Multiple entrances and ramps designed for easy access encourage the building to be used throughout the day. Thus, if a cost per user-hour were calculated, the HRC would figure

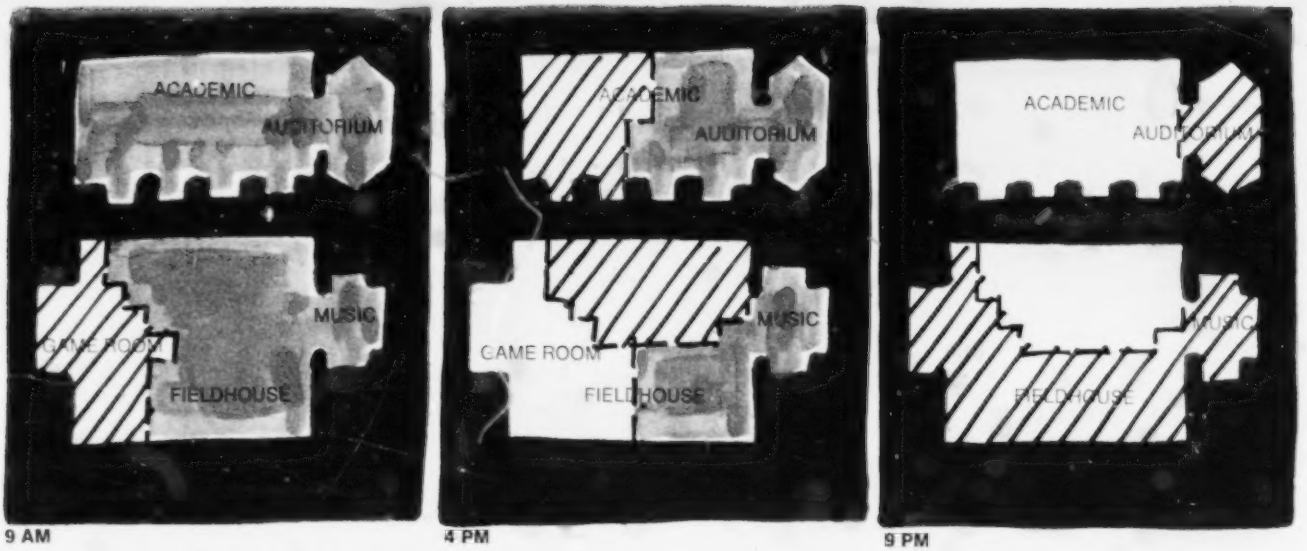
SCHOOL
COMMUNITY
SHARED

The community level is bisected by a skylit, pedestrian street of lounges, public facilities, and community service agencies.

Downstairs, in the student level, the stairwell at right is the geographic center of the building joining upper and lower levels.

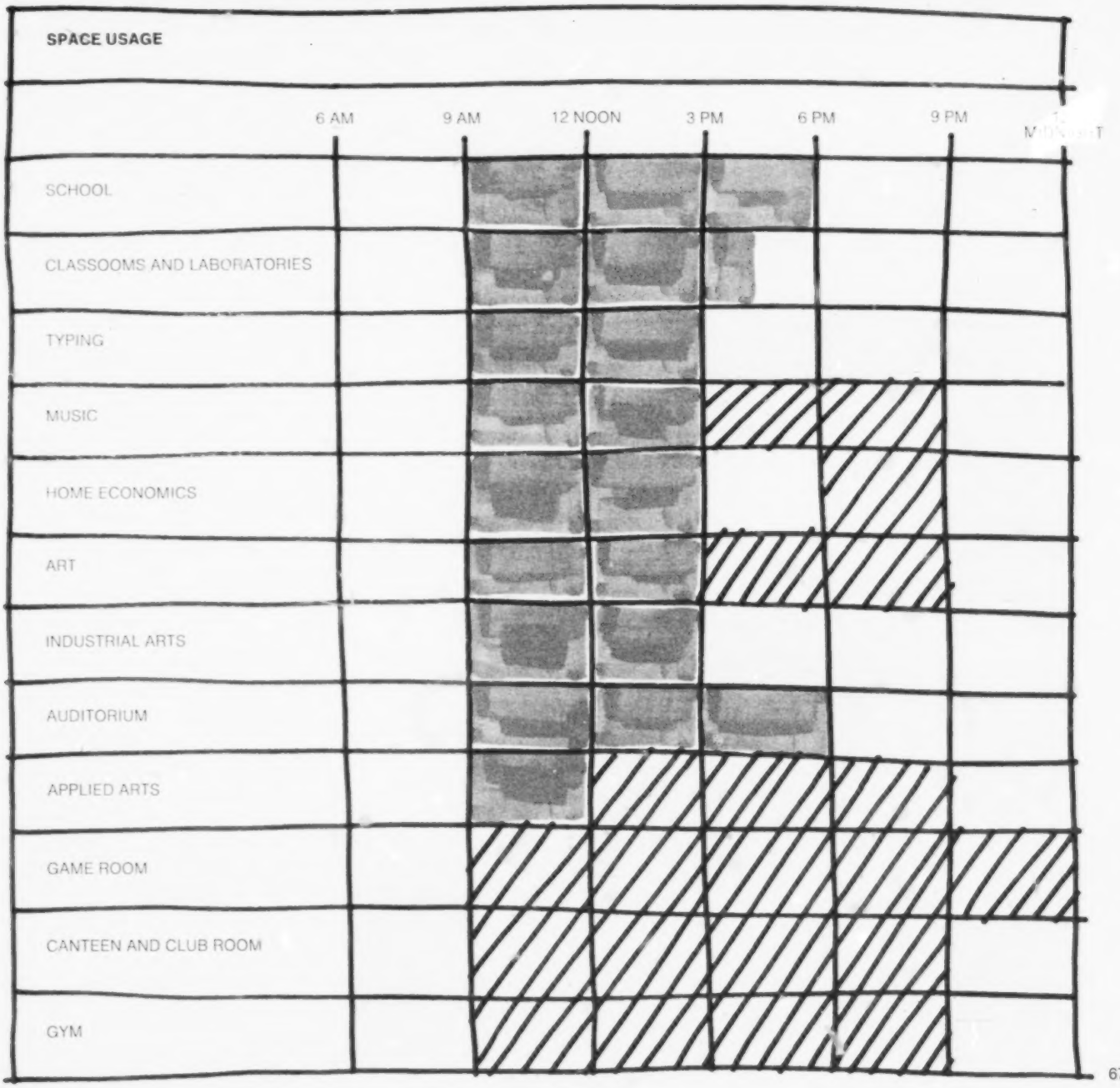
as a very inexpensive instrument of community education and services.

Thomas Jefferson Junior High School and Community Center is perhaps the best example of the joint and simultaneous use of school and community space. When County Schools and the Department of Environmental Affairs collaborated in design and construction, they resolved the problem of too many users for too little space by programming a two-level building—one level primarily school, and the other essentially arts and recreation—designed for alternate and simultaneous use by both school and community so that not a single square foot is reserved for the exclusive use of either agency. The architects responded with as much column-free, open-vista space as economically possible in a building costing only $28 per sq ft. The designers called for partitions to solve the territorial problems, but by the time the



9 AM 4 PM 9 PM

THOMAS JEFFERSON JR. HIGH SCHOOL & COMMUNITY CENTER PLAN



partitions arrived almost eight weeks after the school opened, teachers and students had adjusted so well to the open spaces that more than two-thirds of the new partitions were rejected.

Since Arlington's Public Schools and Environmental Affairs both need the same site for athletics and leisure-time activity, they share an expanded fieldhouse with 68,000 sq ft of airconditioned space with multi-use floor surface for a variety of activities.

Opening onto this facility, a recreation center adds

Spring loaded partitions help define territory in the open plan academic areas.

The recreation center (opposite) serves students and adults 18 hours a day, seven days a week

applied arts, clubroom, canteen, game room, and dining commons to a score of options designed to be exercised all hours of the day by both school and community.

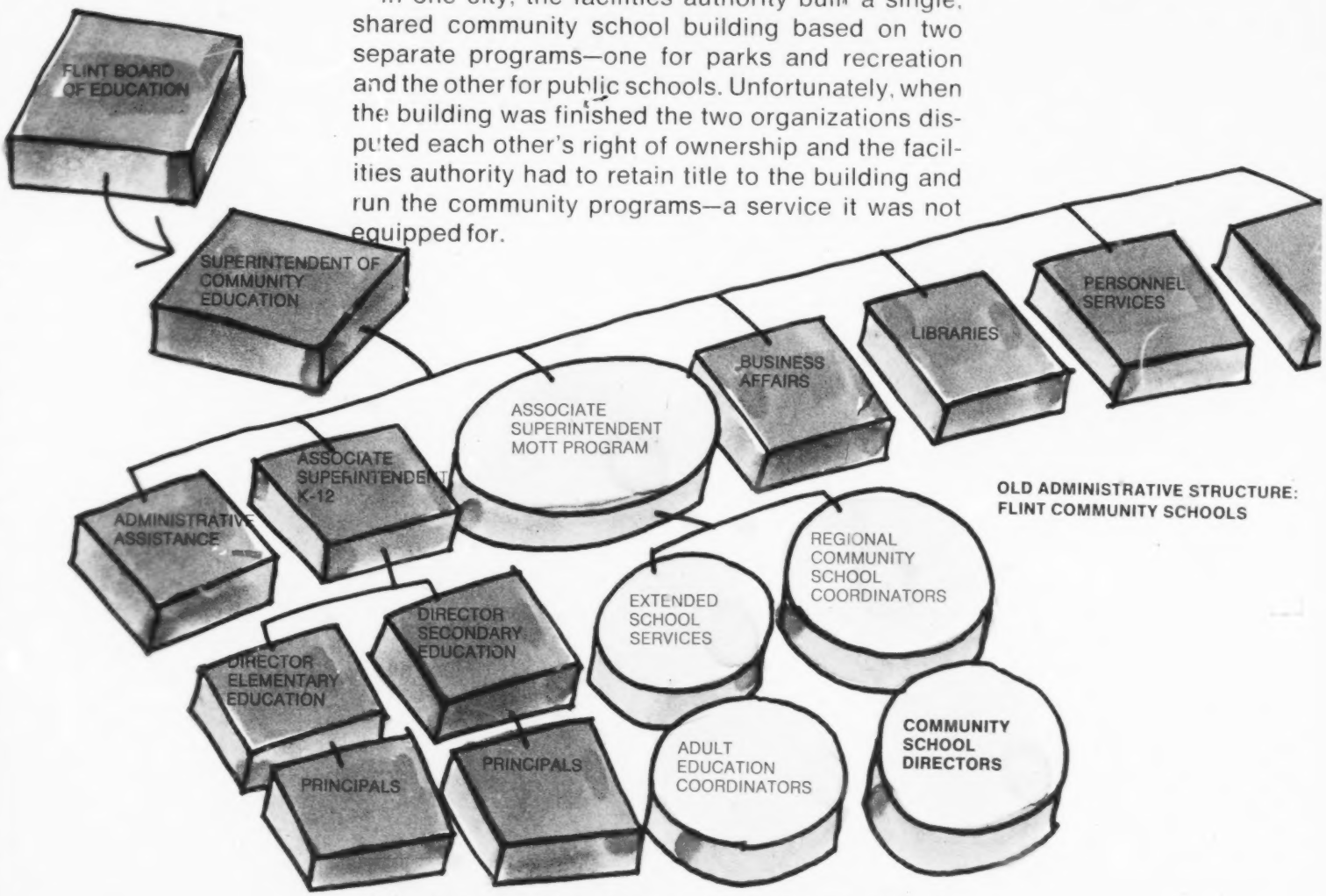
Perhaps, the most unique feature of this school is the manner in which it's going to be used. During an 18-hour day, no space remains unscheduled while only a very small portion of the total space is used by a single activity all of the time. Clearly, Thomas Jefferson is a case in which the marriage of the board of education to the Department of Environmental Affairs has produced for students and community a facility whose resources are far beyond the capability of either agency working alone.

As integrated finance and administration become more common, it seems inevitable that more communities will opt for integrated space as well. Jointly designed, used, operated, maintained, and funded facilities shared by both the community and the school conserve and take advantage of many economies in a building process. Also, existing community/schools demonstrate that integrated planning, whatever form it takes, results in superior facilities. The number of square feet required per user can be reduced, fewer facilities have to be duplicated, the amount of maintenance per user is less, and partners can afford expanded options and enriched programs. Furthermore, a shared building can unite groups of people not usually associated with each other, and in serving all, serves each of them better than it could separately.

CENTER
POINTS
SPECIAL
EVENTS

Community/schools serve the public best when they have good operating procedures and interagency relationships. Because operational relationships fall apart when no administrative structure is planned, many cities find it more difficult to operate and administer community/schools than to finance and construct them.

In one city, the facilities authority built a single, shared community school building based on two separate programs—one for parks and recreation and the other for public schools. Unfortunately, when the building was finished the two organizations disputed each other's right of ownership and the facilities authority had to retain title to the building and run the community programs—a service it was not equipped for.



OLD ADMINISTRATIVE STRUCTURE: FLINT COMMUNITY SCHOOLS

Discords like this, due to a lack of workable administrative arrangements, are common. Community facilities in many cities are unused because there is no provision for joint management: parks shut because a single city agency cannot afford capital improvement, gymnasiums stay idle because a public commission will not accept the liability, and recreation centers close because no one is designated to administer their activities.

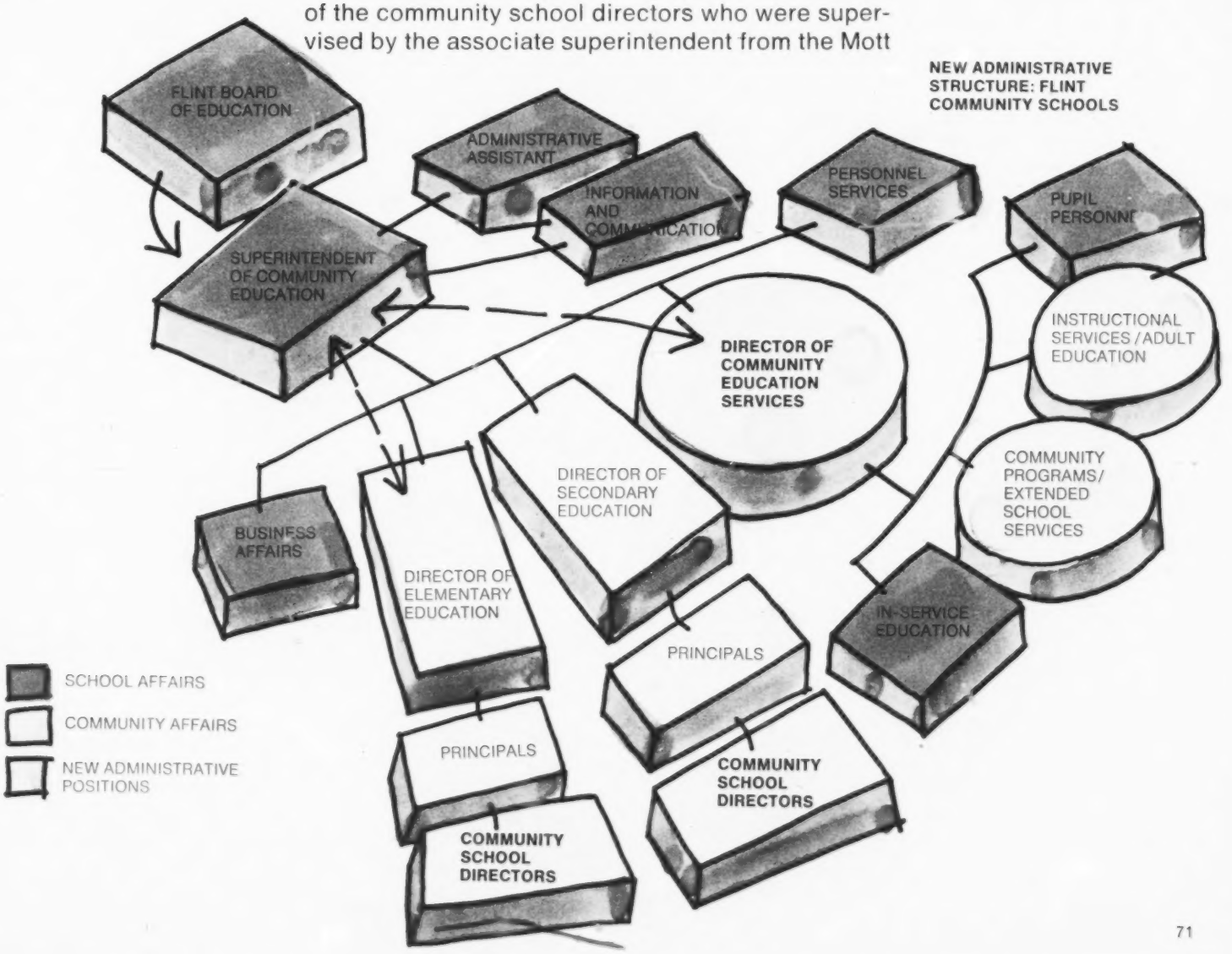
The six following models for school and community relationships are offered as bases for communities to build their own administrative models.

A school-administered model In the 1930's, the Mott Foundation helped Flint Public Schools provide space and personnel whenever the community asked

for them. For the next 20 years the community had access to school spaces whenever it could demonstrate its need to the person each school designated as community liaison. But these people were often hard to identify since they were not permanent appointees and the community, while relatively satisfied with the concept, demonstrated its unhappiness by giving the school district 16 straight millage defeats. The turning point was reached in 1951 when Flint, supported by the Mott Foundation, appointed a community school director in every school and an associate superintendent of the Mott Program to direct them.

Thus, every school had a community agent trained in human relations, responsible for his neighborhood's active involvement, and paid by a foundation with long experience in community education. By 1970, Mott grants to the Flint school system exceeded $5 million a year. Although the grants accounted for less than 10% of the $55-million school budget, they were large enough to cause a schism between school and community personnel.

For example, Mott paid a large part of the salaries of the community school directors who were supervised by the associate superintendent from the Mott



NEW ADMINISTRATIVE STRUCTURE: FLINT COMMUNITY SCHOOLS

Program. Thus community school directors owed their loyalty to the Mott Program which was run separately from public education. Although friendships and working associations sometimes developed between a school's principal and its community school director, relations were often strained. In fact, the three o'clock stand-off between principal and community director became an impediment to community education. Principals frequently locked their school spaces against the "untidy" activities promoted by the community school director. Even in Flint's Williams School and Community Services Center, special doors and folding steel gates guarded more than half the space after 3 p.m.

The administrative system changed drastically in 1972 when the Board of Education and the Mott Foundation merged the K-12 and community school programs and disbanded the offices of the K-12 associate superintendent and the Mott associate superintendent. These positions were replaced by a director of elementary education and a director of secondary education who report to the superintendent of community education. These two city-paid administrators work directly with school principals who, in turn, are responsible for education and public welfare in their schoolhouses.

Community school directors, now an arm of the principal's office, perform the same task as before —advocating community education and welfare—but no longer report to an associate superintendent nor have to negotiate for space and equipment with school administrators who are jealous of the Mott Program's affluence. At present, the directors of elementary and secondary education are totally responsible for the district's budget, staffing, program, and administration.

Flint's system-wide reorganization lays a heavy burden on school principals who must serve as advocate and umpire for both the community and the schools. However, this dual role has removed the ambivalence that jeopardized the relationship between the school and community.

A community-administered model Most school districts operating a community education program establish a citizens advisory committee that may reflect the majority opinion in the community but does not take an active part in the implementation of any programs.

The Pontiac community differs from this passive role since it is active in the operation and administration of the Human Resources Center. The school district and the PTA's established an elected Parent Executive Board when the HRC was still being planned in 1968. After planning was completed, however, instead of disbanding, the board became a

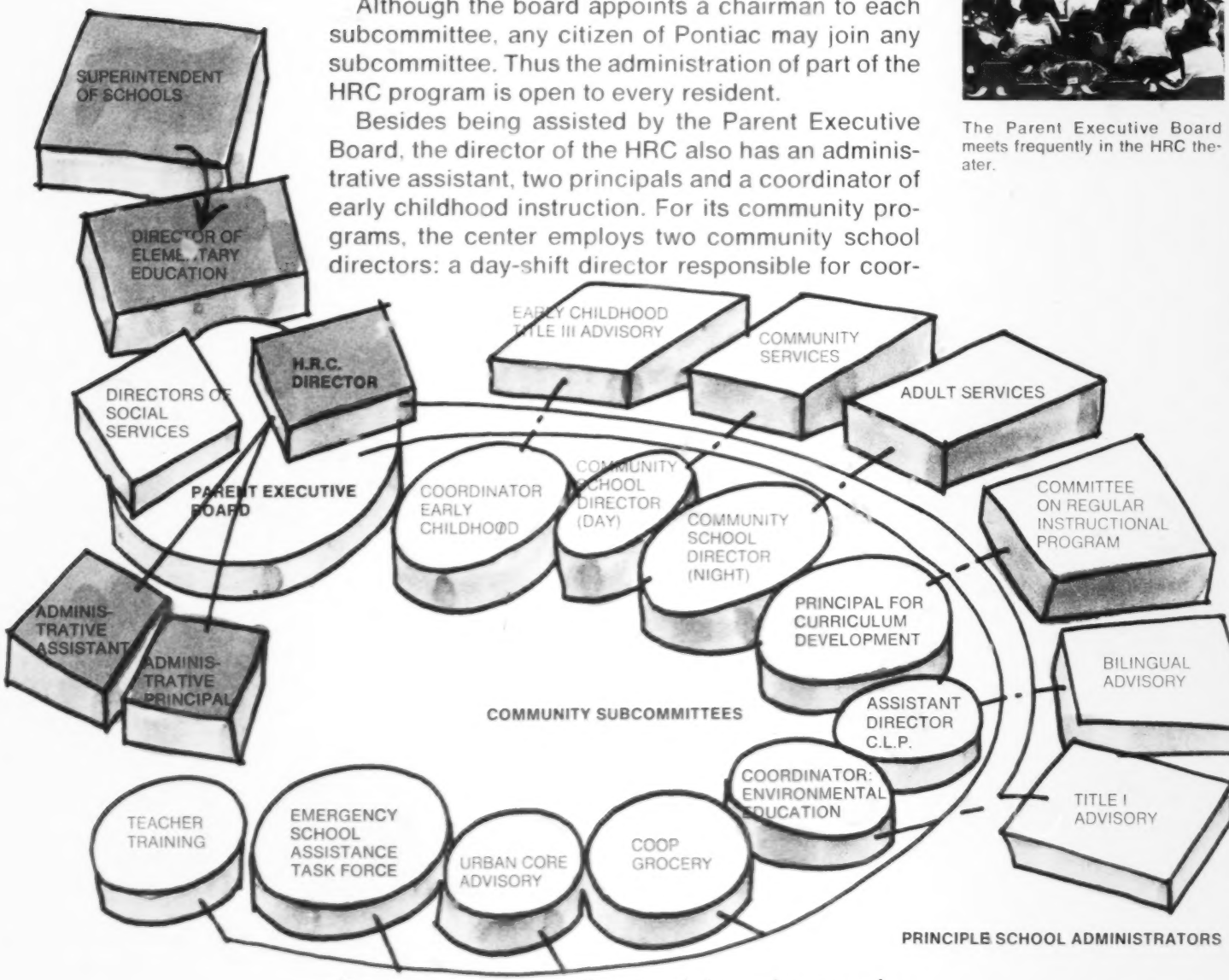
governing body with experience spanning the entire history of the project. It is integrated into the HRC administration by both intent and practice.

The board, made up of three teachers and 11 parents, meets every two weeks with the HRC director and representatives of every social agency who sit ex officio at the meeting. However, if any major deviations from existing school district policy develop, the Pontiac Board of Education must approve the new action. There are 10 subcommittees under the board's administration—some serve as advisories for experimental programs while others are involved in the administration of specific programs such as early childhood, community services and a co-op grocery.

The Parent Executive Board meets frequently in the HRC theater.

Although the board appoints a chairman to each subcommittee, any citizen of Pontiac may join any subcommittee. Thus the administration of part of the HRC program is open to every resident.

Besides being assisted by the Parent Executive Board, the director of the HRC also has an administrative assistant, two principals and a coordinator of early childhood instruction. For its community programs, the center employs two community school directors: a day-shift director responsible for coordinating and integrating social services, and an evening-shift director responsible for adult education and recreation.

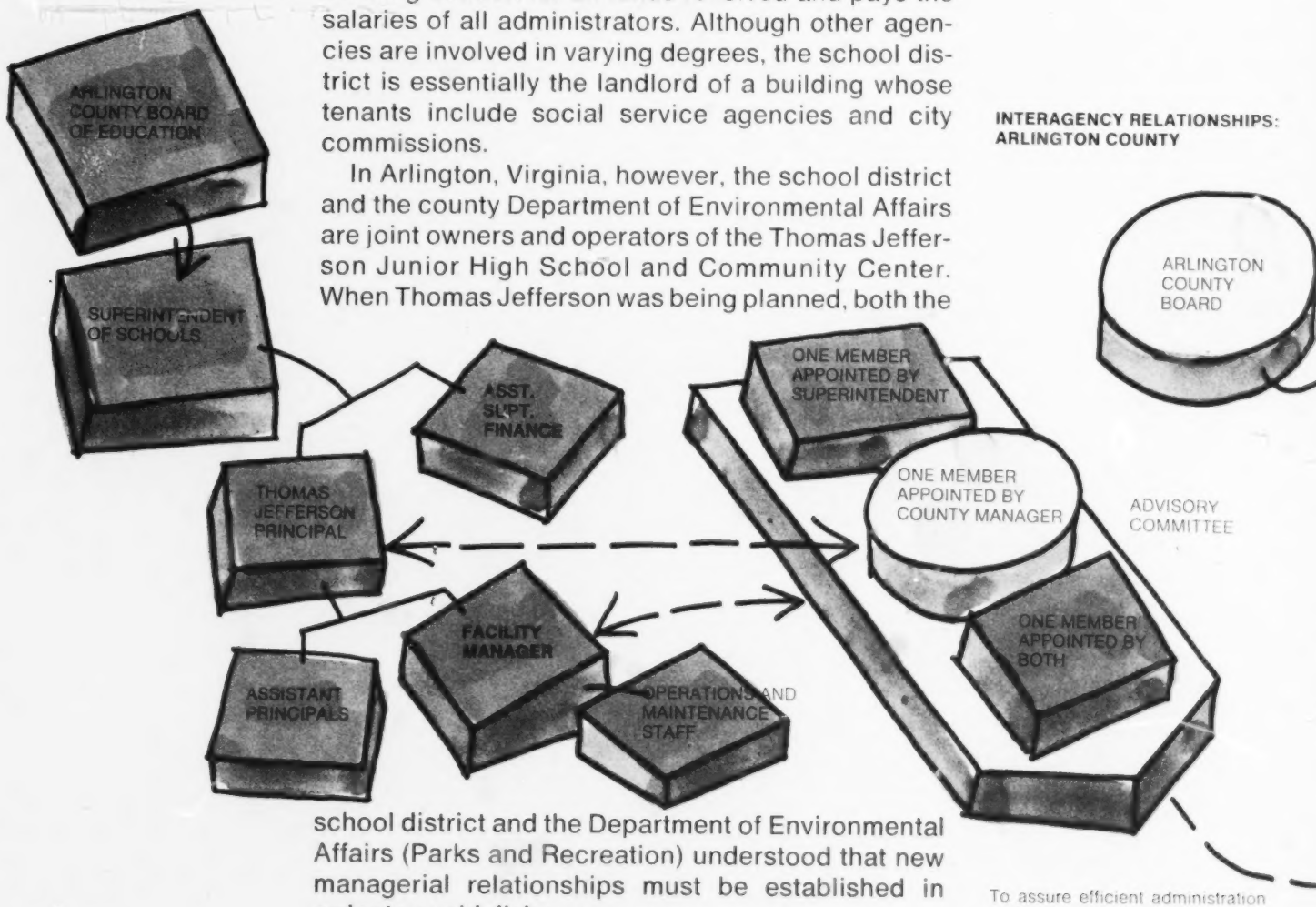


This administrative structure is closely allied with the Parent Executive Board. The chairman of the subcommittee on early childhood, for example, works closely with the HRC coordinator of early instruction;

the chairman of the committee on regular instruction consults with the elementary school principal of instruction and curriculum development; the community services subcommittee meets with the day-shift community school director, the emergency school assistance committee with the HRC assistant director for financing and coordination, and so on. Almost every administrator for the center has a community counterpart, endowing the HRC governance with the sensitivities of its community and the skills of trained management.

A facility manager model In most districts, including Flint and Pontiac, the city school system runs the community education programs. The school district generally holds title to all buildings, serves as a banking conduit for all funds received and pays the salaries of all administrators. Although other agencies are involved in varying degrees, the school district is essentially the landlord of a building whose tenants include social service agencies and city commissions.

In Arlington, Virginia, however, the school district and the county Department of Environmental Affairs are joint owners and operators of the Thomas Jefferson Junior High School and Community Center. When Thomas Jefferson was being planned, both the school district and the Department of Environmental Affairs (Parks and Recreation) understood that new managerial relationships must be established in order to avoid disharmony.



INTERAGENCY RELATIONSHIPS: ARLINGTON COUNTY

To assure efficient administration of Thomas Jefferson's shared space, a 3-member facility committee advises the principal, a facility manager and facility coordinator in meetings held several times a year.
This advisory committee is composed of: one member appointed by school superintendent, one member appointed by the county manager, and one member appointed by both but not an employee of either agency.

Every square foot of the center's space was jointly paid for and programmed by both agencies; the architects designed no spaces (except certain storage and office space) for the exclusive use of one agency. Each agency appointed an administrator to protect its interests. The schools appointed a facilities manager who is in charge of all space, equipment and maintenance. The Environmental Affairs department appointed a community facility coordinator who pro-

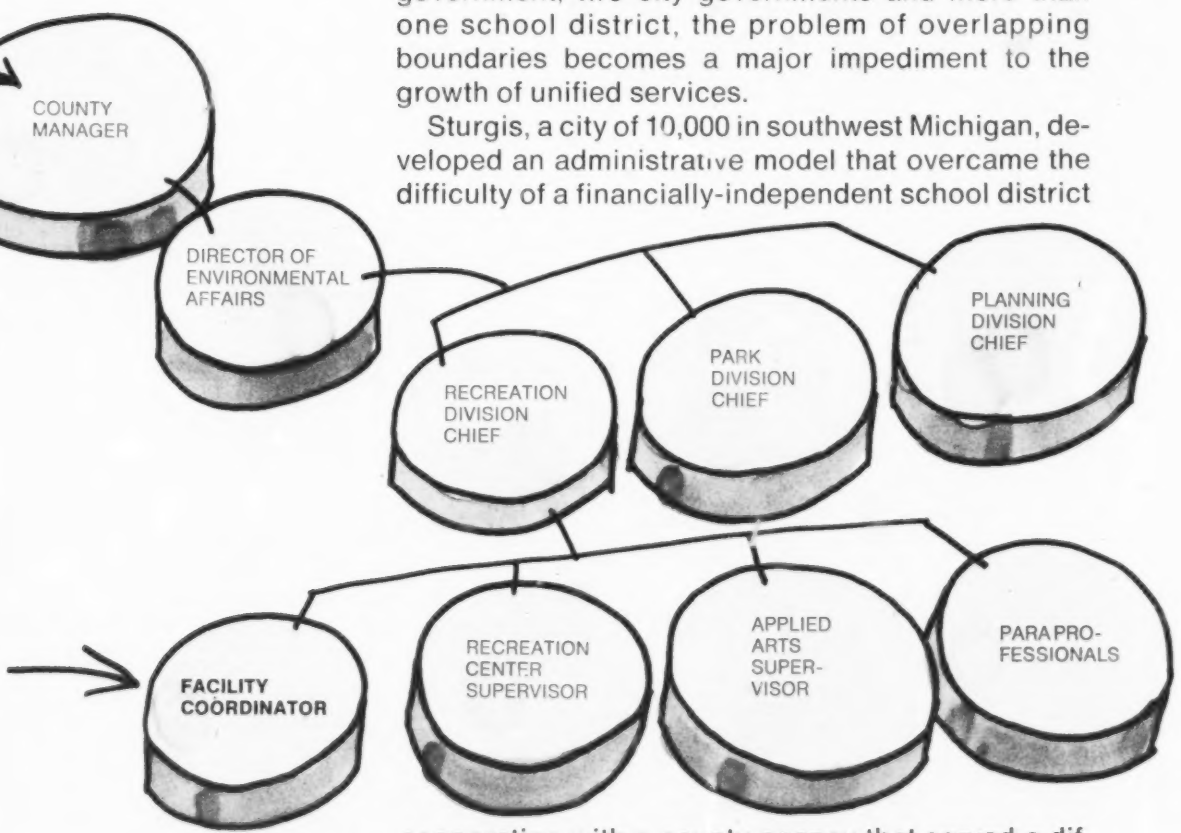
motes community use of the building, schedules use of the recreational facilities and supervises the security and recreation staffs.

Together the facilities manager and the facility coordinator prepare the annual budget, coordinate interrelated programming, security and maintenance, and trade each other for alternate use of the equipment. This cooperation enables the facility to be used to its maximum by all its community.

A community council model When the boundaries of a school district coincide with a city or county, it becomes easier to share financing and real estate with other public agencies. Arlington is fortunate in this respect since both public agencies participating in the Thomas Jefferson Center share the same voting constituency. Unfortunately, not many school districts share common boundaries with the public agencies they would like to form alliances with; cities may be smaller and counties larger than the school district serving them.

New towns have boundary problems because they usually encompass areas that were formerly within the jurisdiction of a city, county and public school district. Thus if a new town has to deal with a county government, two city governments and more than one school district, the problem of overlapping boundaries becomes a major impediment to the growth of unified services.

Sturgis, a city of 10,000 in southwest Michigan, developed an administrative model that overcame the difficulty of a financially-independent school district

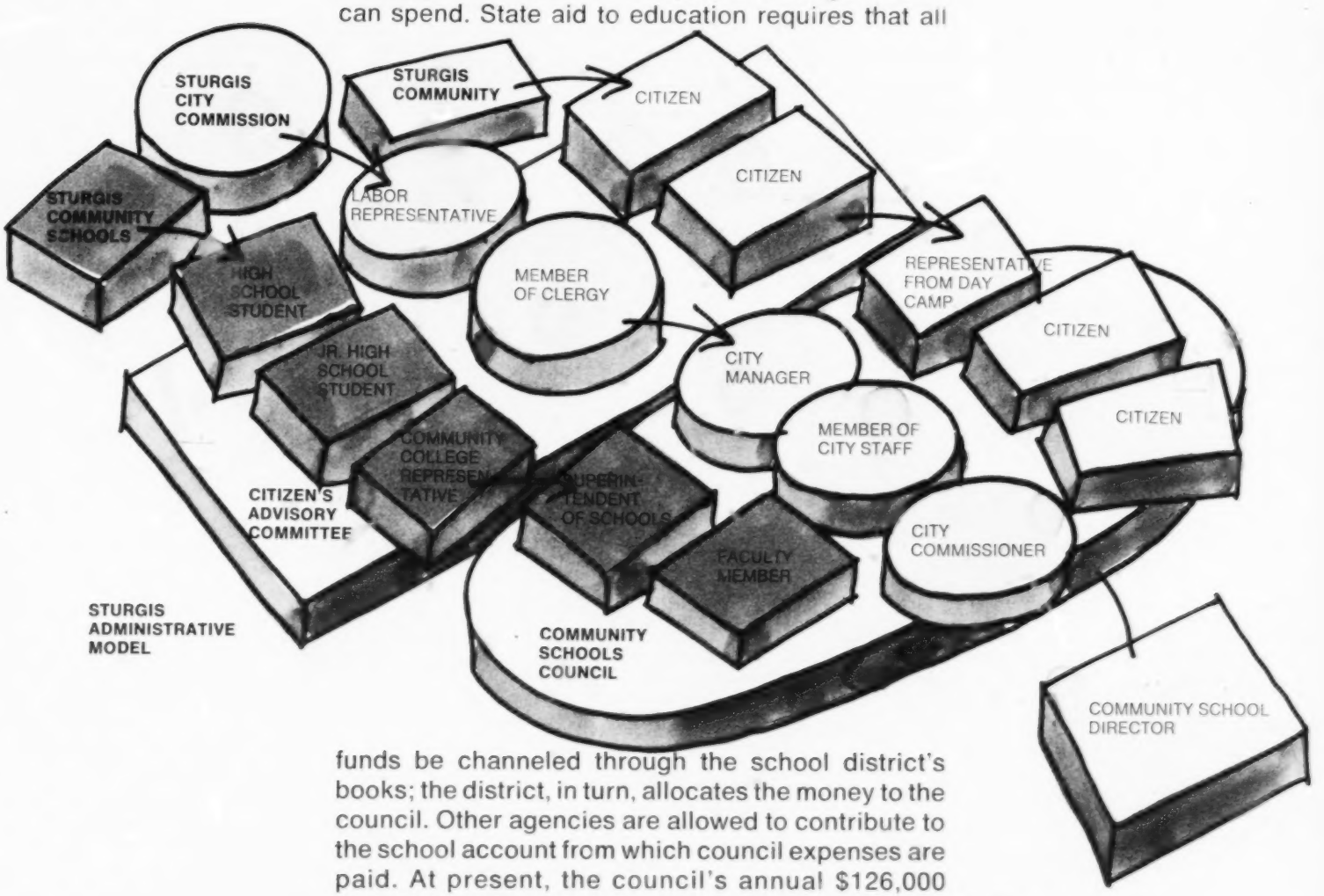


cooperating with a county agency that served a different constituency.

For years the city ran an interesting but incomplete community recreation program that lacked coordination between agencies and the school system. Then school and city officials decided to develop a

single organization to initiate cooperative community improvement instead of continuing to hire a community education director for each school. City officials established a new agency—the Sturgis Community-Schools Council—whose only mandate was to coordinate the community program.

The Community-Schools Council is neither a part of the school system nor the city government. The council is composed of the superintendent of schools, the city manager, a member of the city staff, a faculty member from a public school, a representative of a recreation day camp, a city commissioner and two citizens from the community. The council is a legal nonprofit organization empowered to administer programs, hire staff, purchase services and manage public facilities. It cannot own land, erect buildings or control an independent budget—but it can spend. State aid to education requires that all



funds be channeled through the school district's books; the district, in turn, allocates the money to the council. Other agencies are allowed to contribute to the school account from which council expenses are paid. At present, the council's annual $126,000 budget includes $10,000 from the schools, $20,000 from the city and $7,500 from the United Fund. The remainder is from state and federal aid for schools, recreation and adult education.

The Community-Schools Council initiated new relationships among separate municipal agencies and the community they serve. The council is empowered to hire a community schools director recommended by the superintendent of schools, but because the

funds come from the school budget the director must also be an employee of the school district. There's also a group that makes sure the council serves its public properly; the city established a citizens advisory committee consisting of two students, a labor representative, an official from the Senior Citizens, a member of the clergy, a representative from the nearest community college and two citizens.

In addition to acting in an advisory capacity and serving as attitude and idea backboard for the Community-Schools Council, the citizens committee applies public pressure to laggard agencies.

This model has worked so well that adult high school completion, adult basic education, recreation, adult and student enrichment, preschool education, senior citizens, community services and private benevolent organizations have been integrated into a unified delivery of services in Sturgis.

A combined budgets model Both Provo, Utah, and Gulf Breeze, Florida, use a combined budgets approach to circumvent the fiscal, judicial and regulatory barriers to cooperation between agencies that do not have coterminous boundaries. Instead of establishing a single, combined agency as Sturgis did, each city's department of parks and recreation and board of education jointly hired one individual to perform two functions.

In Provo, for example, the public schools hired a city-wide community school coordinator, Philip Lott, who was also hired by parks and recreation as community services director. Thus Lott is an employee and legal representative of both agencies with power to administer the monies of both through a combined budget.

Similarly, in Santa Rosa County which includes the city of Gulf Breeze, the county school system hired Neil Applegate to be the community school director while the Gulf Breeze city government also hired him to be the director of parks and recreation. With Dr. Applegate on its payroll, the city government is assured that its parks and recreation budget will be spent in the city's interests. Dr. Applegate may then take a portion of that budget, mark it for community schools and send it to the county school officials who match it with community school money. Since Dr. Applegate is also an employee of the school district, this combined money is placed under his administration to be spent in conjunction with the normal budget of the city department of parks and recreation.

The school district has to control the budget to insure that school funds are spent in accordance with the regulations for the use of state and federal aid to education. With a combined budget, however, Provo's community school coordinator has much more freedom than the usual community school di-

rector. To work for the city, for example, an employee must live within the city boundaries. Since one of the district's community directors lives in another town, Lott simply pays him from the school district's adult education budget. Similarly, Lott may then use a portion of the city's recreation budget for paraprofessionals to serve as adult education teachers at $2 an hour rather than a district salary of $5 per hour for certified teachers. Without this budgetary sidestep, Provo's adult education program would not be possible.

Using this model, Provo and Gulf Breeze have unified the programs as well as the finances of heretofore independent organizations. Provo, for example, runs an adult basketball league in four schools which do not have full-time athletic directors; the combined budget pays for part-time directors by the hour. Gulf Breeze can operate a combined "city parks and county schools" civic center because of the combined budget. Both the school district and the recreation department are pleased.

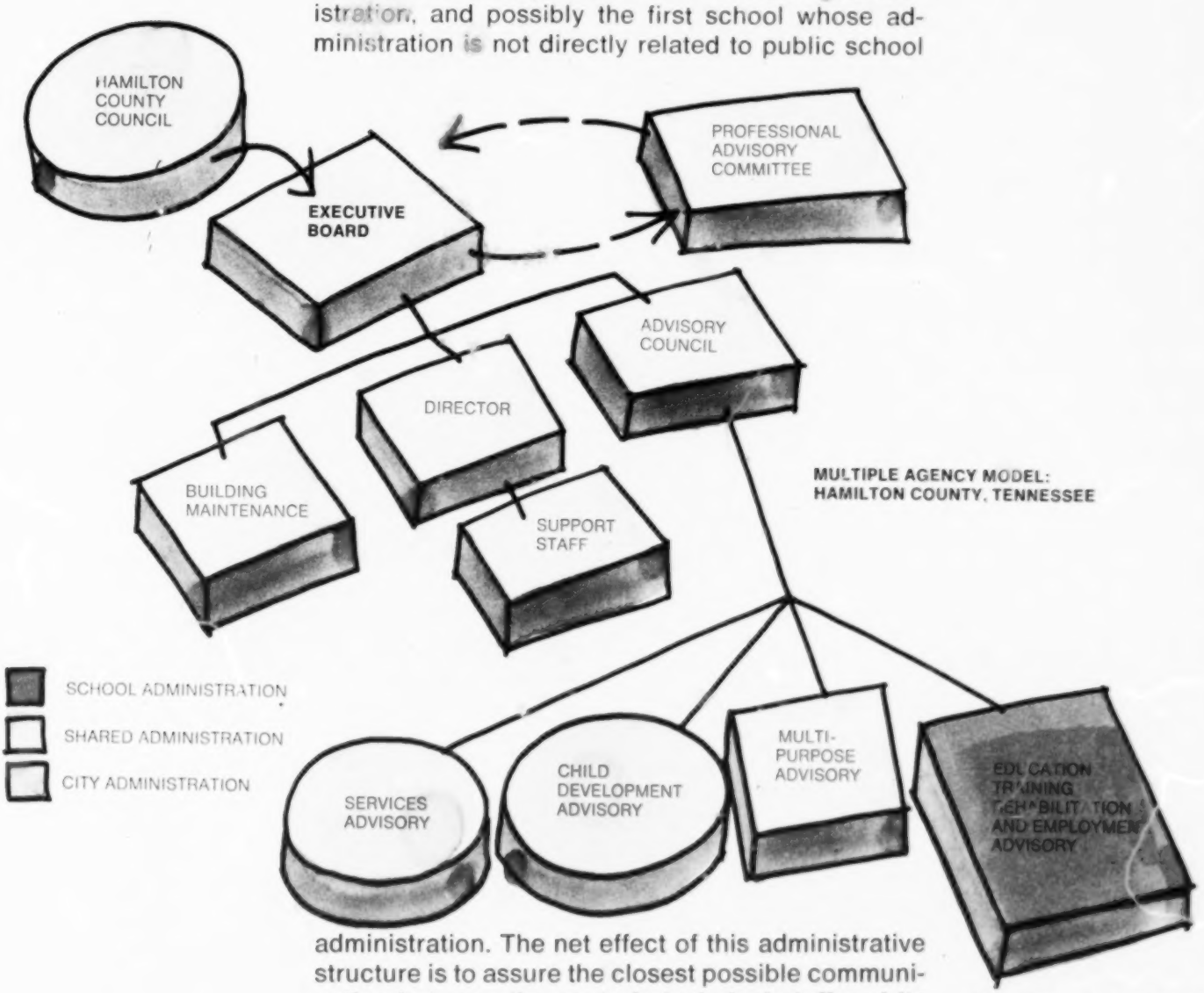
A multiple agencies model Dealing with the numerous agencies who either grant permission for or deliver services to a project is a major problem when community/schools are being planned. Most centers involve city and county governments, federal agencies, state commissions, universities, departments of education, public charities, civic associations, private enterprise, and sometimes dozens of formal and advisory groups and committees. If these agencies must also sustain an active involvement after the center is open, it becomes a major planning task to orchestrate their relationships so that all agencies are equally involved.

In Hamilton County, Tennessee, more than 40 agencies have agreed to form a Human Resources Development Center to enable existing private and public human-benefit agencies unify services in a 250-sq-mile area of the county. Since all of these agencies will remain involved after the center starts operating, Hamilton County Council designed a new multi-agency administrative mechanism to coordinate them and any others that join in later.

The county government established a Human Resources Development Management System governed by an executive board comprising 10 representatives from agencies associated with the new center, three community representatives and the county judge. Eventually, the county government intends to convert the management system and executive board into a new governmental agency dealing with allied services and social resources. The board is restricted to 14 representatives to prevent it becoming unwieldy. Membership will rotate so that all agencies are equally represented, and each agency

sends a representative to the executive board once every four years. However, those agencies not represented on the executive board will serve on a professional advisory committee during the three off-years of their rotation.

An advisory council composed of one professional and one consumer representative from each of the four general service components answers directly to the executive board. Since the director and his staff are supervised by the executive board, the Hamilton County Human Resources Development Center is the first community/school with a revolving administration, and possibly the first school whose administration is not directly related to public school



Note: Each of the building's 4 components will be governed by an advisory council. In turn, each advisory will send a representative and a consumer to the Advisory Council.

administration. The net effect of this administrative structure is to assure the closest possible communication between the center's technical staff and its community.

As these examples show, the barriers to joint financing and administration are not insurmountable. In fact, they offer a unique opportunity to establish new working relationships with other agencies. Each school district should develop its own brand of community education and involve as many public agencies as possible. In order to coordinate these, it can adapt whatever administrative model best suits all the participants.

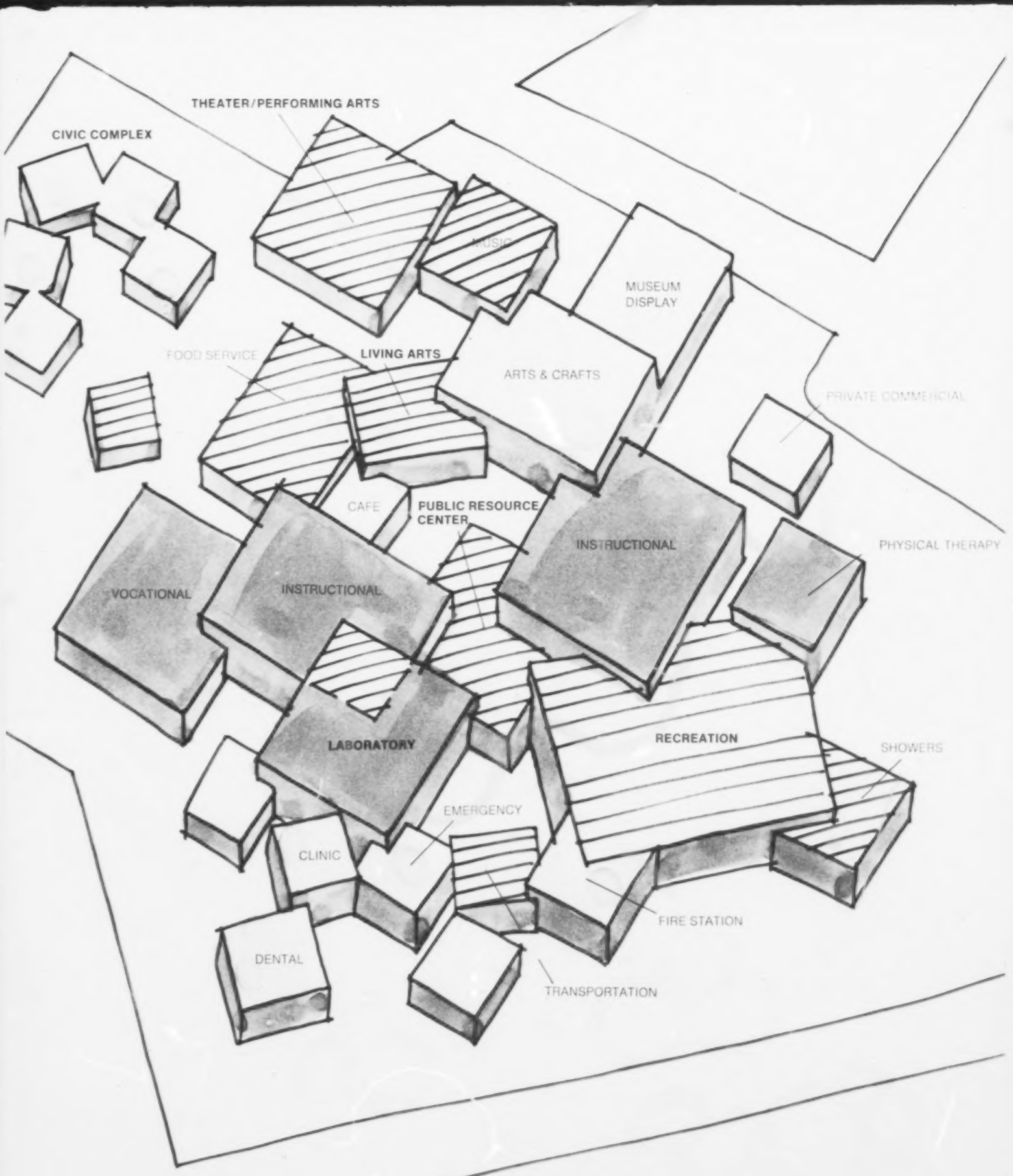
Like other American movements, community/schools began modestly, prospered, and soon outstripped their original objectives. As professionals recognized the benefits in partnership, they forged new community unions with integrated financing and joint administration. New Haven, Connecticut, revolutionized the community/school movement by developing the community education park—a neighborhood center specifically designed for the simultaneous activities of school and community. As other cities constructed new models the emphasis shifted —joint planning in Pontiac, common space in Arlington. Today, there are many varieties of community/school facilities to choose from. In fact, it is generally agreed that no one plan can possibly serve all forms of community education. Therefore, each school district must tailor its facilities to accommodate its own partnerships and programs.

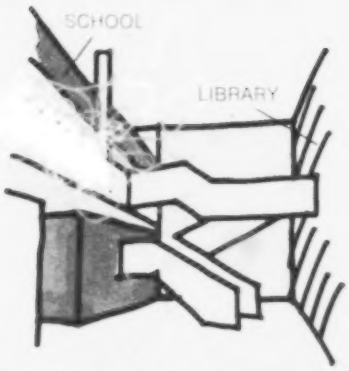
What will these schools look like? How will they use existing facilities? Where will they find partners? In Pontiac, the 1980 City Planning Committee recently voted to construct four more human resource centers. Minneapolis intends to build four regional community/schools. Washington, D.C. already has four community/schools under development. Many school districts, however, cannot afford extensive adult education and community programs. Most city agencies can afford to establish only one or possibly two satellite offices. Metropolitan governments are good for only one "little city hall": Who, then, will school districts seek as confederates? What would a second human resources center look like?

The unified complex The conventional architectural response to cooperative venturing is the unified complex approach, i.e., new facilities collected together on a large plot of communal territory central to all neighborhoods. These complexes are designed by collecting all the spaces required primarily for the school and all the spaces required primarily for the community.

Then the designers determine which spaces can be shared and what spaces are necessary for each constituency. It is at this point that architects and planners determine the efficiency of the final product; cost savings are in direct proportion to the degree of joint programming and the amount of shared space in a complex.

The overwhelming majority of community/school plans follow this architectural method. One of these, the Waterfront Town Center in Buffalo, New York, will merge the resources of city government, the board of education, community service agencies, and the New York State Urban Development Corpo-


THEATER/PERFORMING ARTS
CIVIC COMPLEX
MUSIC
MUSEUM DISPLAY
FOOD SERVICE
LIVING ARTS
ARTS & CRAFTS
PRIVATE COMMERCIAL
CAFE
PUBLIC RESOURCE CENTER
INSTRUCTIONAL
PHYSICAL THERAPY
VOCATIONAL
INSTRUCTIONAL
LABORATORY
RECREATION
SHOWERS
EMERGENCY
CLINIC
FIRE STATION
DENTAL
TRANSPORTATION



Buffalo Waterfront Community Facilities Complex The "Town Center Street" joining community facilities on the right with an elementary school on the left is an extension of an open air mall that links a commercial shopping center into the complex.

ration, a public benefit corporation created to spur residential and other redevelopment projects such as new communities. This community/school complex, in the center of 2,800 residential units, will serve the educational, recreational, commercial, and social needs of more than 10,000 inhabitants.

Since 81,000 sq ft of the community complex (43%) will be shared space, the UDC will establish a subsidiary corporation, comprised of representatives from all the users, which will own and manage those spaces which otherwise might be underutilized or disputed by the several agencies. The Buffalo Waterfront Town Center will open in September 1975—the first community school to involve private service agencies and fully private commercial tenants in an adjacent and design-related complex.

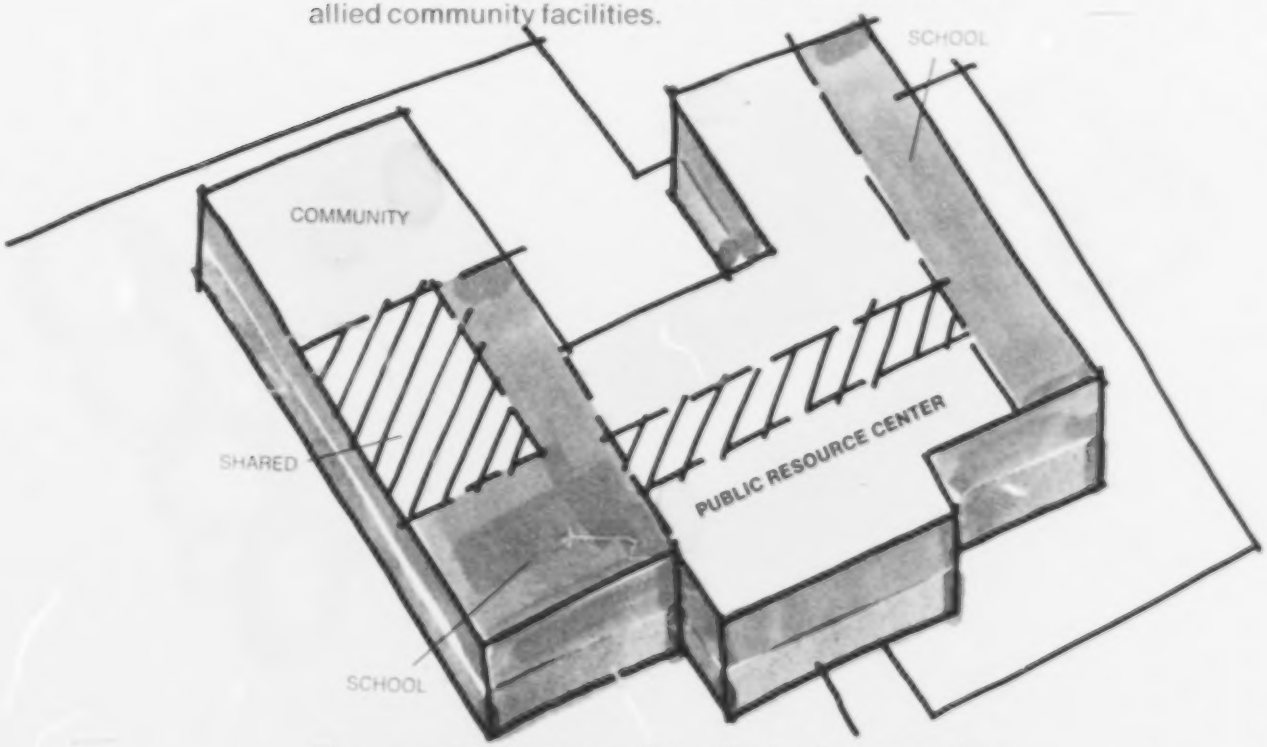
Small communities, however, do not have a multitude of public service agencies to enlist as associates. In Hinsdale, Illinois, a Chicago suburb with a population of 15,000, the school district is going to renovate or build a junior high school for 1,000 students on a six-acre site.

Profit and Loss Statement: Hinsdale Village Groups, New Junior High School Building Program

	Will Contribute	Will Receive
School District	Architectural fees and consultants 6 acres of downtown site Junior High facilities also for community use: 1. Library 2. Performing arts 3. Crafts area for retired 4. Health club 5. Parking	New and renovated educational facilities Expanded library Teaching stations Shared kitchen area Space for large-group instruction, assemblies and speech and theater presentations Faculty parking Expanded crafts area Additional planning money from several public and private community groups Possible construction funds from: 1. Library 2. Village (parking) 3. Private sources for a. Retirement center facilities 1) food services 2) crafts area 3) library and music b. Performing arts area c. Health club facilities
Village of Hinsdale	A street to unify Junior High campus An alley Air rights Planning funds Additional space for other community facilities Street to become a downtown walking mall Acreage for athletic programs and outdoor education	Covered parking for 400 cars Renewed downtown area A downtown walking mall Use of a downtown theater facility Use of educational store fronts Currently occupied wing of Village Hall
Hinsdale Public Library	Planning funds Capital funds Presently occupied wing of Village Hall	Separate or combined downtown facility
Senior Citizens Organization	Planning money Capital financing for retirement housing, crafts area, library and listening area	Retirement housing in a revitalized downtown area Shared facilities with junior high and/or library 1. Kitchen 2. Crafts area 3. Library, listening area
Hinsdale Chamber of Commerce	Planning money Access to downtown Street parking Empty store fronts and commercial space for educational use	Covered parking for 400 cars A more viable and attractive downtown area Downtown mall Use of theater and revenues for its owners
Community Individuals (Taxes and subscription)	Planning money Capital funds for: 1. Health club 2. Performing arts center	New 900-student Junior High facility More effective use of the tax dollar Other potential community gains: 1. Crafts area for adult education 2. Downtown village green 3. Health club 4. Performing arts center 5. Covered parking

Since the site is prime downtown property, the village government, library board, and agencies representing the elderly, proposed the joint development of a community resource, recreation, education, and retirement housing complex. The village government and the library board contributed to a planning pool which the school district's architects may use for consultant and legal assistance.

Before the planning started, the school district prepared a profit and loss statement explaining what each agency stood to gain by its contribution to the joint building program. So far, this statement has elicited the active support of various public and private benefit agencies—proving that small towns as well as large cities are a natural environment for allied community facilities.



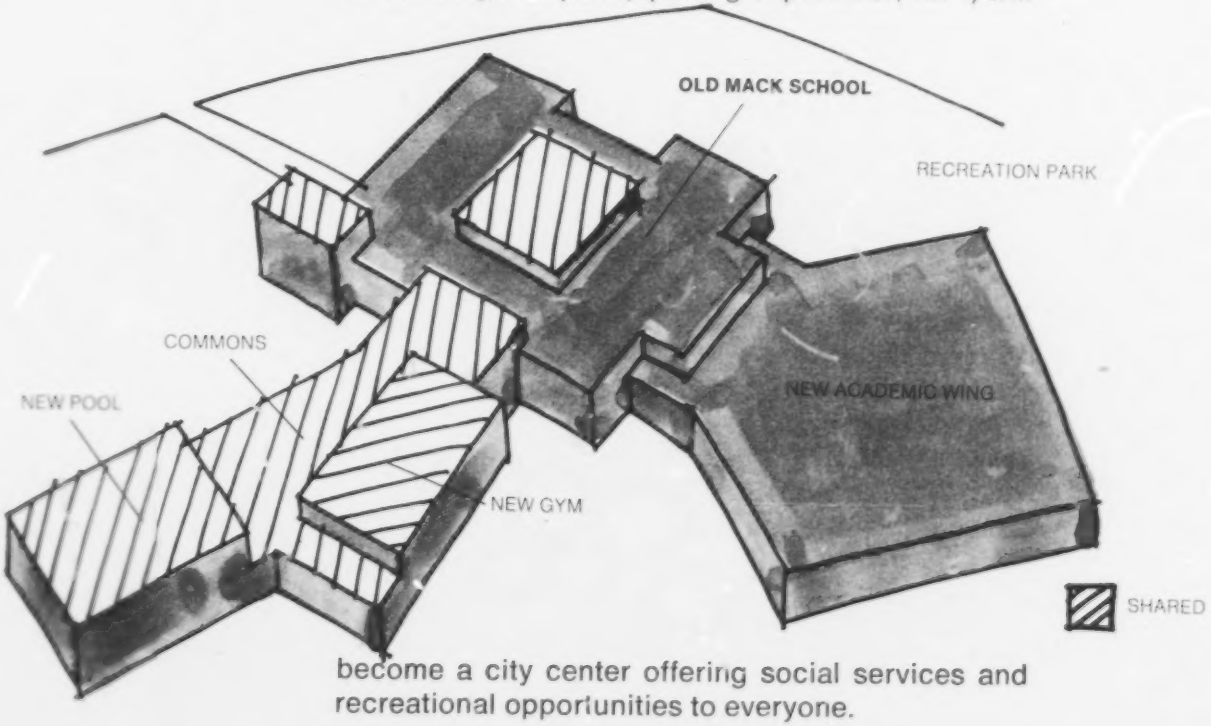
The converted community school A cooperative community center doesn't always mean new construction. In fact, many school districts face declining enrollments that result in empty buildings and unused facilities. The National Center for Educational Statistics estimates that K-12 enrollment in the United States will decrease by 1,100,000 students in the next two years and drop an additional 500,000 in the following three years. Thus, many school districts will have valuable school facilities with no students to use them.

One such facility, the Hall High School in West Hartford, Connecticut, was vacated because district enrollment dropped 2,000 in two years and continues to decline at a rate of 400 to 500 per year. Rather than close the old facility, the city decided to dispense space to any municipal organization in need of a place to expand its program. The department of recreation claimed the gymnasium and auditorium.

United Cerebral Palsy opened a workshop in several former classrooms. The city juvenile department started a new program with old recreation equipment and the department of public health opened a clinic in the building. The school district expanded the old printing department and opened offices for the vocational, maintenance, and building and grounds divisions. The former Hall High School is now called the Hall Community Center and the city intends to establish an administrative mechanism capable of coordinating the diverse activities.

Other school districts have old school buildings which are obsolete as instructional space but could serve as offices or public assembly. In Ann Arbor, the school district discovered that instead of constructing a new school it could preserve an irreplaceable landmark building (and spend less money on land and construction) by adding a classroom wing onto the old Mack School and renovating the former academic areas into community offices and public meeting places.

The school district passed a bond issue for the new wing, the city government supplied funds to renovate the community spaces, the state contributed enough money for a swimming pool, and Model Cities added a gymnasium. With the addition of the Washtenaw Children's Dental Clinic, the Mack School/ Community Complex (opening September, 1974) will

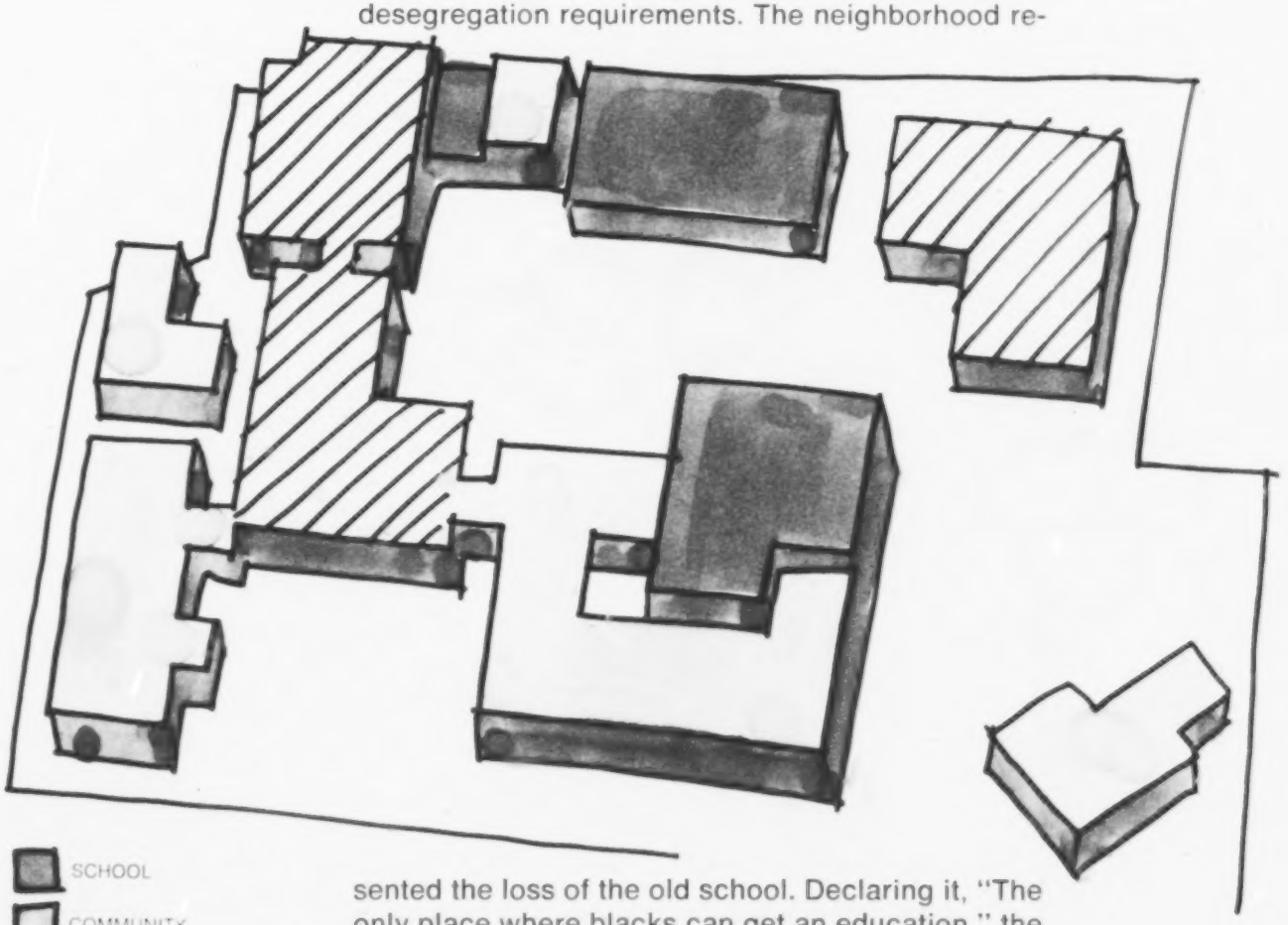


become a city center offering social services and recreational opportunities to everyone.

Modern and modernized mix Instead of all new or all refurbished space, some school districts are prudently combining the advantages of both modernization and new construction. There are several advantages: the school need not move to temporary quarters during renovation; expensive equipment in

the old buildings can be used; and the community—often quite emotional about losing an old school—more easily transfers loyalties and commitments to a new complex if the old alma mater is preserved.

In Wilmington, Delaware, an all-black high school, Howard High School, was to be closed and its students dispersed to other schools to meet federal desegregation requirements. The neighborhood re-



sented the loss of the old school. Declaring it, "The only place where blacks can get an education," the community fought closing Howard for 10 years.

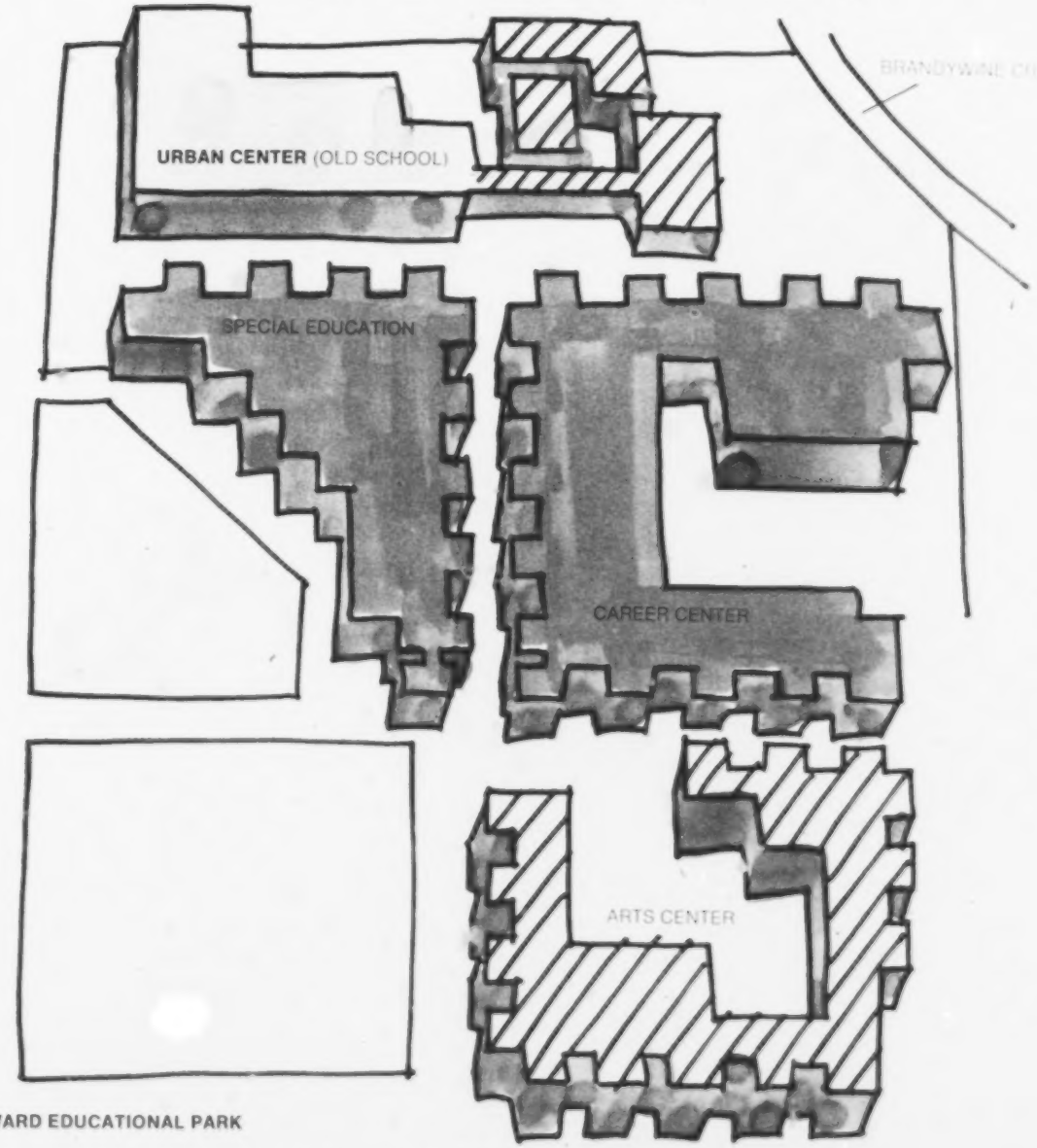
Recognizing that the old building was obsolete, the school district and its architects held a week-long community charette in order to solve both district and community needs. From these sessions, the district developed a scheme that preserved the old school and also met federal desegregation requirements. The old Howard High School is to be remodeled into an urban center with day care facilities, urban studies programs, adult education and other activities aimed at helping city dwellers learn to influence and control their world.

In addition, a new career development center and a community arts center, both drawing from several school districts, will be constructed on the site. Together, the three centers will form the Howard Educational Park. There will be streets, storefronts, arcades, cafes, lounges, and meeting places. There will be places for large group instruction and private study. The architecture will maintain the domestic scale of Wilmington and reiterate the strong ma-

"Squatter's Sessions." School officials, architects, and citizens deliberate the design of the new Howard Educational Park.

sonry character of the old Howard High School building. When the first phase finishes in 1975, the community education complex will remain open for day and night users.

A large portion of the Howard complex will be built using industrialized building systems. Building systems are designed to save money and shorten the time needed to build schools. The architects report that another reason industrialized systems will be



HOWARD EDUCATIONAL PARK

used at Howard is the unpredictability of career education. Changes in technology affect the job market and career education must react immediately. Systems components (steel structure, heating and air-conditioning, and ceiling/lighting) are being used at Howard to increase the school's ultimate flexibility. In the future, spaces can be changed and the building can be expanded more easily than one built with conventional construction.

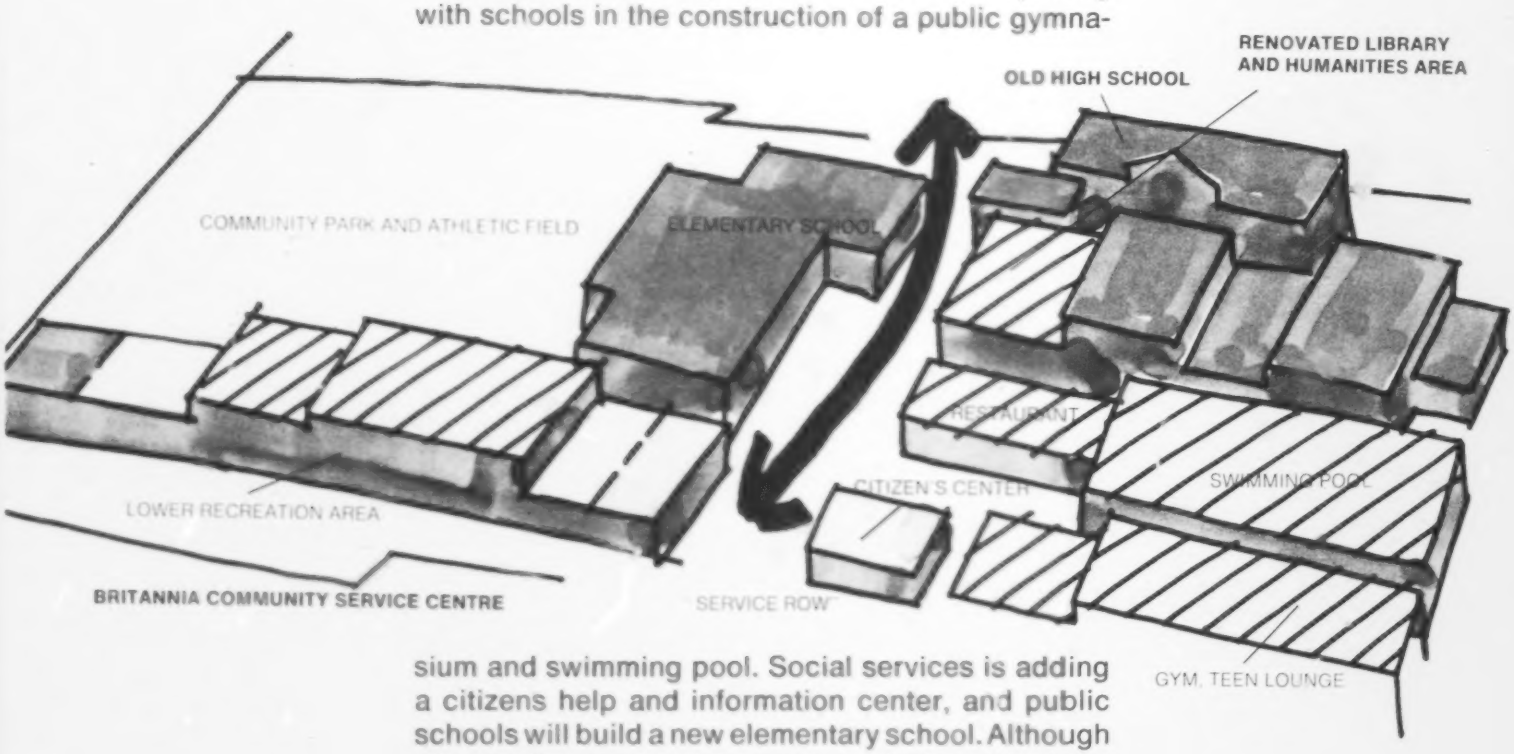
The Britannia Community Services Centre, in Vancouver, British Columbia, is an even more ambitious example of the frugal renovation of old buildings co-

ordinated with new construction. Studies of the East Vancouver Community, a working class, ethnically mixed neighborhood, indicated a need for an interdisciplinary community service center. In response, the city formed the Britannia Planning Advisory Committee (BPAC), a public advocacy group comprising six local citizens and representatives from the target services: public schools, parks and recreation, city planning, and the social services commission.

In early 1971, BPAC recommended that a team of architects initiate the project, elicit community dialogue and program the community service center. The architects opened the community design office in a store adjacent to the existing Britannia Secondary School. They canvassed the nearby community and obtained a consensus on a series of design patterns which were then translated into spaces.

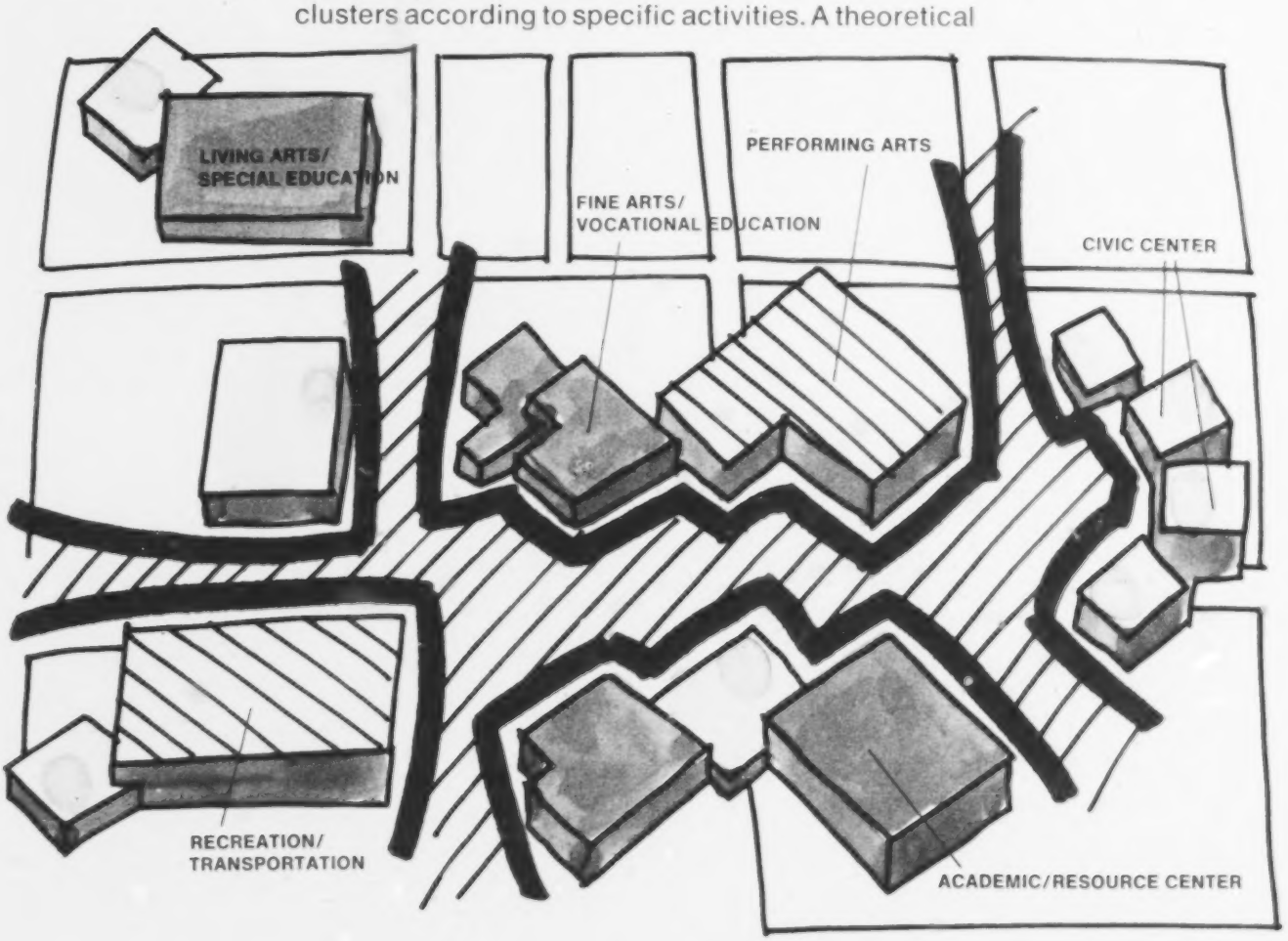
Because the East Vancouver community considered it important that the existing secondary school be preserved and made more available for community use, the architects suggested a mixture of renovation and new construction. Portions of the existing secondary school will be modernized into a community arts and crafts center and public auditorium. A one-story addition to the existing school library will enlarge the school's resource and reading room and turn the library into a joint school and community resource center.

The department of parks and recreation is joining with schools in the construction of a public gymnasium and swimming pool. Social services is adding a citizens help and information center, and public schools will build a new elementary school. Although almost all spaces in the center are designed for joint use, many supplementary spaces are provided specifically for simultaneous use: coffee shop, activity areas, music rooms, lounges, game rooms, resource centers and recreational facilities. The Britannia



Community Services Centre is due to open in 1974. It will not include health, welfare, rehabilitation, and social services spaces because a street (known locally as "service row") is lined with such agencies less than a block away.

The dispersed site system Instead of assembling large parcels of land to accommodate many integrated agencies, some school districts are considering dispersing community education facilities in clusters according to specific activities. A theoretical



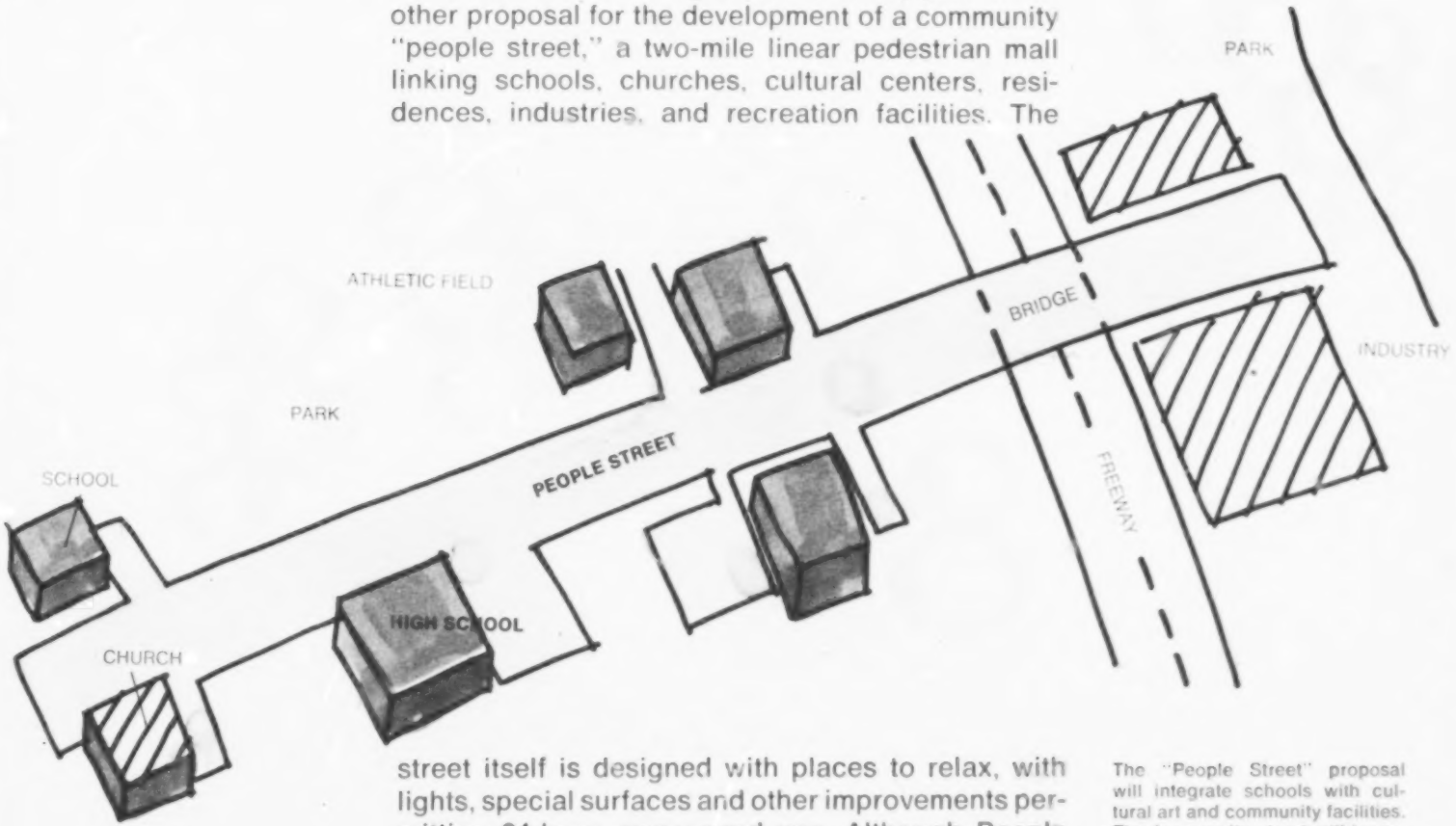
community complex could be easily assembled according to interests and activities: recreation/transportation, performing arts/civic center, academic/resource center, living arts/special education, and fine arts/vocational education. These facilities could be dispersed throughout the community.

If considered as a network of resources and services, the dispersed site system can be established gradually instead of created all at once. In this way, it can search out all the resources and spaces existing in the community and any deficits can be made up in new construction. Eventually, side streets could be closed and a pedestrian park could link the dispersed elements.

Minneapolis is considering such a plan for the development of its north pyramid community education zone. The New North High School for 1,800 students

will include space for community and social services, a health suite (housing cooperative programs with the Pilot City Health Club Center), and a combined day care/home economics suite (providing both a learning center for students and services for the community).

Designed as a series of houses, the facilities will straddle a city street which will be closed and developed as a mall for student and community use. However, the New North High School is only part of another proposal for the development of a community "people street," a two-mile linear pedestrian mall linking schools, churches, cultural centers, residences, industries, and recreation facilities. The street itself is designed with places to relax, with lights, special surfaces and other improvements permitting 24-hour, year-round use. Although People Street is still only a proposal, its first increment—the New North High School—is expected to open in November, 1973.



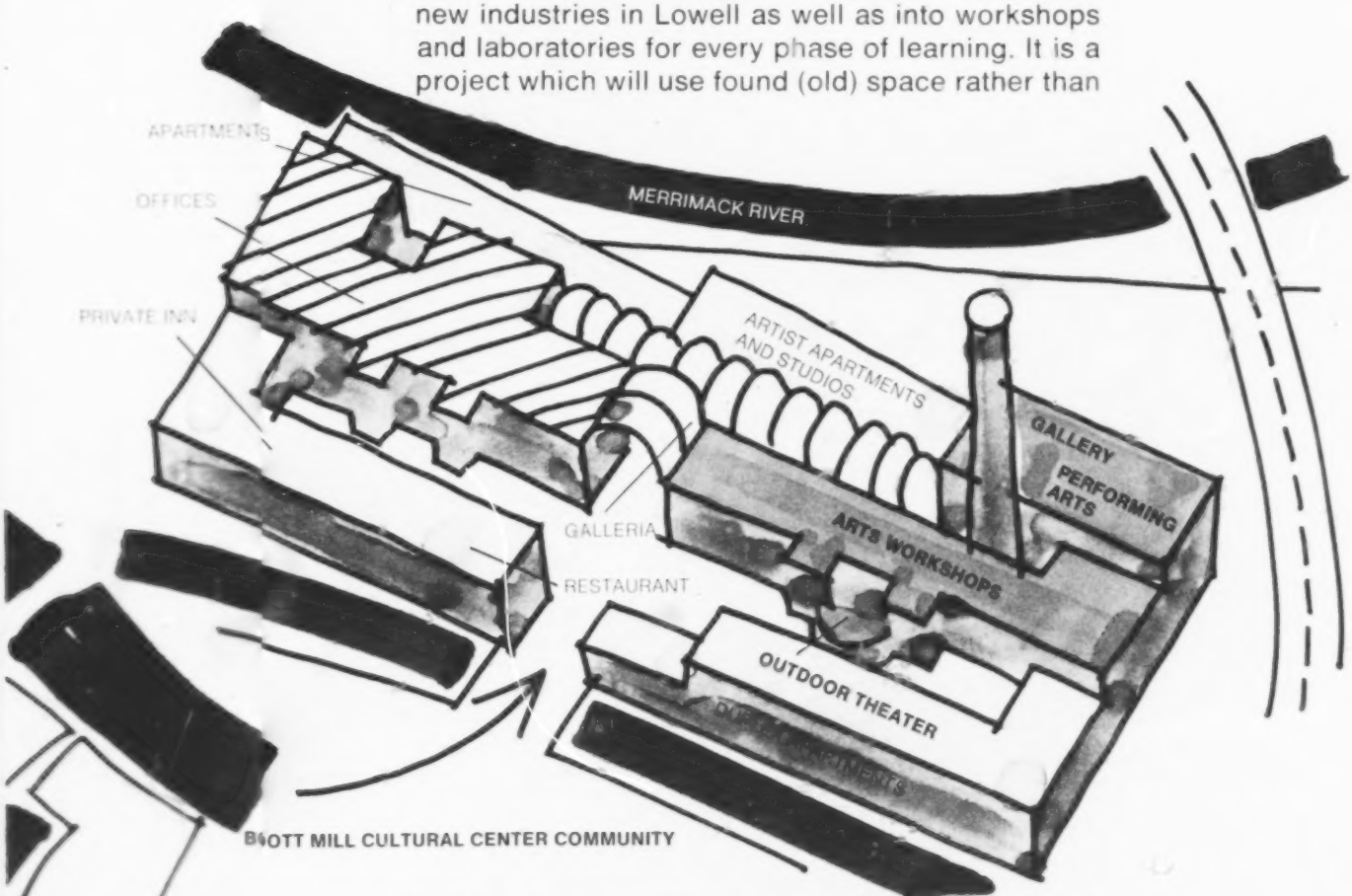
The "People Street" proposal will integrate schools with cultural art and community facilities. The former city street will be redesigned to encourage traffic between schools, community organizations and the community.

Lowell, Massachusetts, is planning an even more ambitious dispersed community education network. Lowell intends to turn this old industrial city into a huge Human Development Center, an urban educational complex which will provide services to every citizen—from the care of expectant mothers to postgraduate college studies.

The city will become an urban national park with paths criss-crossing it and all manner of informational settings related to the history of Lowell. The first proposed development—using a grant from the National Endowment for the Arts—is the conversion of an old textile mill into a community cultural center. The converted mill, called the Boott Mill Cultural Center Community will include space for drama, concerts, artist studios, restaurants, an art gallery and community arts facilities.

LOWELL DISCOVERY NETWORK
LOWELL TECH
LAWRENCE COMPANY
BOOTT MILL CULTURAL CENTER COMMUNITY
WANNALANCET MILL MUSEUM & WORKSHOP COMPLEX
HIGH SCHOOL
CITY HALL
ROUND HOUSE
MORRILL SCHOOL
NATURE STUDY AREA
TRADE HIGH SCHOOL
OLD CITY STABLE
APPLETON COMPANY
INDUSTRIAL PROCESS STUDY AREA
LOWELL DISCOVERY TRANSIT LOOP

Later, outdoor digs and neighborhood museums furnished with relics of Lowell's origins and past will dot the landscape; old factories will be converted into instructional centers relating to the old and the new industries in Lowell as well as into workshops and laboratories for every phase of learning. It is a project which will use found (old) space rather than



LOTT MILL CULTURAL CENTER COMMUNITY

building from scratch. It will use all the resources of the city: churches, historic architecture, railyards, factories and even its old jail for a kind of total education for all its citizens.

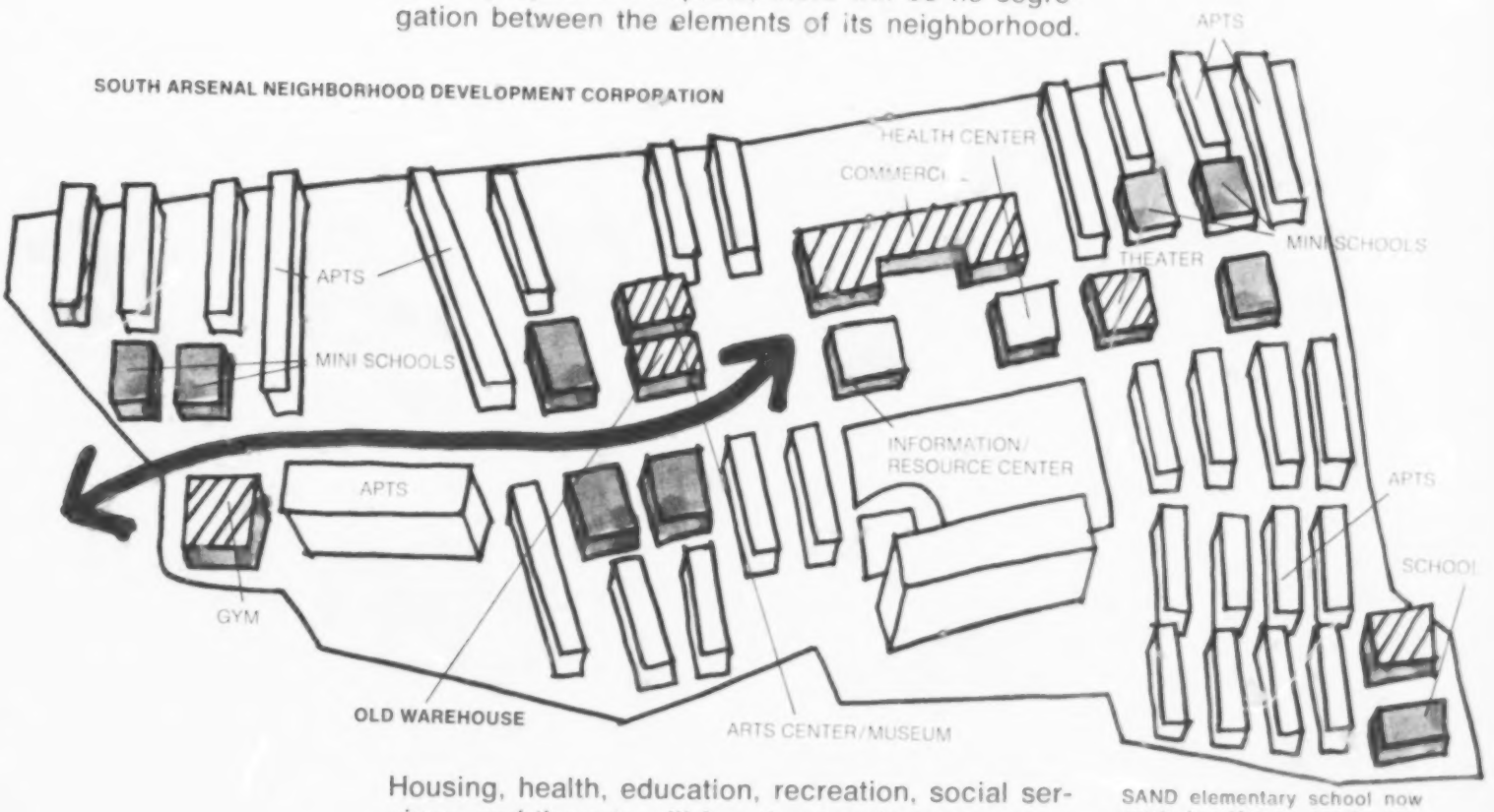
The South Arsenal Neighborhood Development Corporation (SAND) of Hartford, Connecticut, is involved in the organization of a dispersed community education plan of a different nature. SAND will use found spaces and new construction for a network of learning called the Everywhere School comprising eight multi-instructional areas in a new low-income housing project constructed on the site of a former slum. The Everywhere School's information resource center will be available to the community, its theater will become a community performing arts center and its gymnasium will serve as the recreation center. There will also be a career education and industrial crafts and arts center. These community resource stations may be used by either children or adults at any time.

SAND sees this network as an educational way of life, a communal university. A principal from the public schools will head the school and be responsible to the people of the community. The state provides one associate counselor, and the neighborhood hires

another to coordinate community facilities for the school, arrange for adult education, and administer continuing education for dropouts.

Eventually, there will be 15 adults employed for every 150 students: a master teacher, 4 regular teachers (who must be members of the community), five aides from the neighborhood, two program designers, and three teaching associates.

At mid 1973, the SAND school is still in an old warehouse, the found space forerunner of a comprehensive community/school education plan. Construction on the residential portion is expected to begin in late 1973; the educational network is expected to begin the following year. When the SAND urban renewal project is complete, there will be no segregation between the elements of its neighborhood.



SAND elementary school now meets in a former warehouse—the beginning of a comprehensive urban redevelopment program.

Housing, health, education, recreation, social services, and the arts will function together as a community unit.

Dispersed or unified site, large or small school district, the community/school movement is one of the more exciting architectural events of today. There is still a long way to go before the school becomes the central community resource offering something for everyone, but the trend is encouraging. There are many community/schools now in planning or construction, and educational planners expect more in the future. As it becomes increasingly common for schools to reach out into the community and invite partnerships, the old attitudes that kept schools separate from their communities will be replaced by a concept of compatibility—that schools and communities have much to gain from one another.

1. SIGNIFICANT COMMUNITY/SCHOOLS NOW UNDER DEVELOPMENT

The county government, the school district, and the cultural commission plan a community and school district resource center for fine and performing arts, including facilities for participatory and spectator use.

Cultural-Education Center, write: Assistant Superintendent, Finance & Business Management, Arlington County Public Schools, 1426 North Quincy St., Arlington, Va. 22207.

A social service center, a neighborhood facilities office building (under construction) and the Martin Luther King Jr., Middle School with recreation facilities (open September, 1973) comprise a community/school education park.

Martin Luther King Jr., Middle School, write: Asst. Superintendent, School Plant Planning and Construction, Atlanta Public Schools, 224 Central Ave., S.W., Atlanta, Ga. 30303.

The city planning commission proposes the development of one modernized and three new human resources centers for Pontiac by 1980.

1980 Pontiac Development Plan, write: Director, Whitmer Human Resources Center, 60 Parkhurst St., Pontiac, Mich. 48058.

Three community/school centers are planned for Minneapolis. Each will serve between 1,200 and 1,800 students drawn for discrete city zones.

Expanded Community School Program, write: Director of Community Educational Services, Minneapolis Public Schools, 807 N.E. Broadway, Minneapolis, Minn. 55413.

The District of Columbia will construct at least three combined school, recreational, and community service centers within the next five years. All of these buildings will involve the community in the development of program for the city's first community and open space schools.

Washington, D.C., Community School Program, write: Assistant Superintendent, Buildings and Grounds, District of Columbia Schools, 415 Twelfth St., N.W., Washington, D.C. 20004.

The University of California and the city of Irvine propose the development of a "communiversity," a jointly financed and operated 510-acre campus and city civic center including a city hall, a cultural complex, and recreation facilities.

City and Campus Civic Center, write: Director of Athletics, University of California, Irvine, Calif. 92664.

Two private colleges, the school district, the city government, and residents of a central city slum intend to pool their resources for the creation of a community/college center and ceramics/arts complex to serve both college students and citizens. A city and colleges partnership will revive marginal neighborhoods with pedestrian parks and new low-income housing.

The Fulton Plan, write: Director, The Fulton Plan, 811 Westminster Ave., Fulton, Mo. 65251.

New York City is developing a dispersed facilities school and public park complex for The Bronx. The plan calls for eight buildings serving 2,000 high school students and 4,000 citizens who would use the complex for specialized facilities and programs.

The Mid-Bronx High School Complex, write: Coordinator, Mid-Bronx High School Complex School Planning & Research Division, 110 Livingston St., Brooklyn, N.Y. 11201.

Nova Scotia is developing a regional community high school incorporating a new financing technique which will allow the federal government to finance portions of all community and public spaces. The planners are shooting for occupancy in September, 1974.

Project 3.9 Jr-Sr H.S. with associated community facilities, write: Director of Community Planning, Department of Municipal Affairs, Halifax, Nova Scotia, Canada.

New Town Community Schools

Governors State University, the municipal government, an independent school district, and a development corporation propose a community service school in the center of a new town development. An old barn, the new town's only original structure, may be incorporated into the facility.

Park Forest South, write: Superintendent, Crete-Monee School District 201-U, First & Lumber Sts., Crete, Ill. 60417.

The city of Mississauga, the department of parks and recreation, the library department, the county board of education, an association for handicapped children, an ecumenical church and private developers are programming a school/services/recreation/church/resource/housing/and commercial complex to serve a new town for 50,000 residents. The final facility will include three schools, a municipal recreation center, a school and public library and an ecumenical worship center in a commercial shopping plaza.

Erin Mills New Town, write: Superintendent, Peel County Board of Education, 90 Dundas St. W. Mississauga, Ontario, Canada.

With commercial space leased to the school district, the Gananda New Town Community Center intends to mix school, social, recreational, service and municipal space in a central complex.

Gananda Neighborhood Center, write: Educational Planner Community Program Dept., Gananda Development Corporation, 109 S. Union St., Rochester, N.Y. 14607.

Planning for an island new town in New York City calls for the development of a community, schools, and services network of spaces, resources and facilities dispersed throughout the pedestrian-oriented new town.

Welfare Island Schools and Community Spaces, write: General Manager, Welfare Island Development Corporation, 1345 Avenue of the Americas, New York, N.Y. 10019.

Twelve blocks from the heart of Minneapolis, a 240-acre former skid row is being transformed into Cedar Riverside—a "New Town—In Town" for 30,000. The planners are using both old and new spaces for community, art, school, and social services. Many landmark buildings—restaurants, firehouses, factories and clubhouses—have already been renovated for community use.

Cedar Riverside School Community Services, write: Human Resources Specialist, Cedar Riverside Associates, Inc., 1929 S. Fifth St., Minneapolis, Minn. 55404.

In collaboration with several colleges and universities, the planners of Riverton, a new town south of Rochester, N.Y. are proposing a series of multi-use community centers with facilities for health, education, worship, arts and recreation to serve the specific needs of discrete neighborhoods.

Riverton New Community Services, write: Superintendent, Rush-Henrietta Central School District, 2034 Lehigh Station Rd., Henrietta, N.Y. 14467.

2. INFORMATION SOURCES

For further information on community schools described in this publication, write to the following:

Ann Arbor Public Schools, Deputy Superintendent for Planning, Ann Arbor Public Schools, 2555 S. State Rd., Ann Arbor, Mich. 48104.

Arlington County Department of Environmental Affairs, Write: Director, Arlington County Department of Environmental Affairs, 2100 North 14th St., Arlington, Va. 22201.

Arlington County Public Schools, Assistant Superintendent, Finance & Business Management, Arlington County Public Schools, 1426 N. Quincy St., Arlington, Va. 22207.

Atlanta Public Schools, Assistant Superintendent, School Plant Planning and Construction, Atlanta Public Schools, 224 Central Ave., S.W., Atlanta, Ga. 30303.

Baltimore City Public Schools, Assistant Superintendent, Office of Physical Plant, Baltimore City Public Schools, 2330 St. Paul St., Baltimore, Md. 21218.

Boott Mill Cultural Center Community, Executive Director, Human Services Corp., 154 Moody St., Lowell, Mass. 01854.
Architects: Michael & Susan Southworth, Boston, Mass.

Boston Community Schools, write: Director of Community Schools, Boston Public Facilities Department, One Arcadia St., Dorchester, Mass. 02122.

Bradford Community Learning Center, Coordinator, Community Learning Center, P.O. Box 124, Bradford, Vt. 05033.

Brightwood Community School, Superintendent, Springfield Public Schools, 195 State St., Springfield, Mass. 01103.
Architects: Perkins & Will Partnership, White Plains, N.Y.

Britannia Community Services Centre, Britannia Design, 1191 Commercial Dr., Vancouver 61, British Columbia, Canada.
Architects: Britannia Design, Vancouver, British Columbia.

Buffalo Waterfront Town Center, Waterfront Coordinator, N.Y. State Urban Development Corporation, 570 Statler Hilton Hotel, Buffalo, N.Y. 14202.
Architects: Academic & Shared Facilities, Hess & Gorey, Buffalo, N.Y., Paul Rudolph, N.Y., N.Y., Agency Administration, Non-shared Facilities, Commercial Space, Housing & Parking, Paul Rudolph, N.Y., N.Y.

Casa Blanca Elementary School, Planning Director, Gila River Indian Community Planning Department, Box 338, Sacaton, Ariz. 85247.
Architects: Numkena Associates, Phoenix, Ariz.

Chevy Chase Library and Fire Station, Chief Librarian, Glendale Public Libraries, 222 E. Harvard St., Glendale, Calif., 91205.
Architects: Burke, Kober, Nicolais & Archuleta, Los Angeles, Calif.

Conte Community School, Supervisor of Community Programs, Community Service Building, 1 State St., New Haven, Conn. 06511.
Architects: Skidmore, Owings & Merrill, N.Y., N.Y.

Des Moines Charette, Director, School-Community Relations, Des Moines Public Schools, 1800 Grand Ave., Des Moines, Iowa 50307.

Drake-South Commons School, Principal, Drake-South Commons School, 2831 S. Michigan Ave., Chicago, Ill. 60616.
Architects: Ezra Gordon-Jack Levin & Assoc., Chicago, Ill.

Dunbar Community High School, Director of the Multi-Purpose Center, Paul Laurence Dunbar Senior High School, 500 N. Caroline St., Baltimore, Md. 21205.
Architects: Cochran, Stephenson & Donkervoet, Inc., Baltimore, Md.

East Orange Middle School, Superintendent, East Orange Public Schools, 21 Winans Sts. East Orange, N.J. 07017.
Architects: Uniplan, Princeton, N.J.

Erin Mills New Town South Centre, Assistant Superintendent, Business Affairs, Peel County Board of Education, 90 Dundas St., W., Mississauga, Ontario, Canada.
Architects: Abram, Nowski & McLaughlin, Willowdale, Ontario, Canada.

Fairmount Theater, Community Superintendent, Board of Education, District 12, 708 E. Tremont Ave., N.Y., N.Y. 10457.
Architects: Hardy Holzman Pfeiffer Associates, N.Y., N.Y.

The Ferry, Director, The Ferry, P.O. Box 1484, Pawtucket, R.I. 02862.
Architects: Rhode Island School of Design, Providence, R.I.

Flathead County Free Library, Librarian, Flathead County Library, 247 First Ave., E., Kalispell, Mont. 59901.
Architects: Bierrum Mercord, Kalispell, Mont.

Flint Community Schools, Superintendent of Community Education, Flint Community Schools, 923 E. Kearsley St., Flint, Mich. 48502.

Fodrea Community School, Superintendent, Columbus Public Schools, 2650 Home Ave., Columbus, Ind. 47201.
Architects: Caudill Rowlett Scott, Los Angeles, Calif.

Gananda Games, Educational Planner, Community Program Department, Gananda Development Corporation, 109 S. Union St., Rochester, N.Y. 14607.
Architects: Urban Design Associates, Pittsburgh, Pa.

Gulf Breeze Community Schools, Community Schools Director, Director of Parks and Recreation, P.O. Box 104, Gulf Breeze, Fla. 32561.
Architects: The Shaver Partnership, Salinas, Kan.

Hall Community Center, Superintendent of Public Buildings, Town Hall, 28 S. Main St., West Hartford, Conn. 06107.

Hamilton County Human Resources Development Center, Director, Human Resources Development Center, Hamilton County Department of Education, 317 Oak St., Chattanooga, Tenn. 37403.
Architects: James Franklin, Chattanooga, Tenn.

Hillhouse High School, Community Coordinator, Hillhouse High School, 480 Sherman Pkwy., New Haven, Conn. 06510.

Hinsdale Community Schools, Superintendent, Hinsdale Public Schools, 55th and Grant Sts., Hinsdale, Ill. 60521.

Howard Educational Park, Public Information, Wilmington Public Schools, 1400 Washington St., Wilmington, Del. 19899.
Architects: Caudill Rowlett Scott, Houston, Tex.

John F. Kennedy School and Community Center, Director, John F. Kennedy School and Community Center, 225 Chestnut St., N.W., Atlanta, Ga. 30314.
Architects: John Portman & Associates, Atlanta, Ga.

Lincoln Heights Community Facilities Building, Smith Stevens Architects, 38 E. Hollister St., Cincinnati, Ohio 45219.
Architects: University of Cincinnati Department of Architecture, Cincinnati, Ohio.

Lowell Discovery Network, Executive Director, Human Services Corporation, 154 Moody St., Lowell, Mass. 01854.
Architects: Michael & Susan Southworth, Boston, Mass.

Mack School and Community Center, Deputy Superintendent for Planning, Ann Arbor Public Schools, 2555 S. State Rd., Ann Arbor, Mich. 48104.
Architects: Urban Design Associates, Pittsburgh, Pa.

Manor High School, Principal, Manor High School, 1401 Elmhurst Lane, Portsmouth, Va. 23701.
Architects: Heery & Heery, Atlanta, Ga.

Martin Luther King, Jr., Middle School, Assistant Superintendent, School Plant Planning and Construction, Atlanta Public Schools, 224 Central Ave., S.W., Atlanta, Ga. 30303.
Architects: Heery & Heery, Atlanta, Ga.

Minneapolis Expanded Community School Program, Director of Community Educational Services, Minneapolis Public Schools, 807 N.E. Broadway, Minneapolis, Minn. 55413.

Nature's Classroom, Principal, Nature's Classroom, P.O. Box 396, Thonotosassa, Fla. 33592.

Nellie Custis Elementary School/Aurora Hills Public Library, Assistant Superintendent, Finance & Business Management, Arlington County Public Schools, 1426 N. Quincy St., Arlington, Va. 22207.
Architects: Paul Quigg Associates, Arlington, Va.

New North High School, Curriculum Coordinator, North High School, 1719 Fremont Ave., N., Minneapolis, Minn. 55411.
Architects: Caudill Rowlett Scott, Houston, Tex., & Larson & McLaren, Inc., Minneapolis, Minn.

People Street, Director, School Building and Planning Department, 807 N.E. Broadway, Minneapolis, Minn. 55413.
Architects: Adkins-Jackels Associates, Inc., St. Paul, Minn.

Pontiac Public Schools, Superintendent, Pontiac Public Schools, 350 Wide Track Drive, E., Pontiac, Mich. 48058.

Provo Community Schools, Community School Coordinator, 1648 North 1500 W., Provo, Utah 84601.

South Arsenal Neighborhood Development Corporation, Director, South Arsenal Neighborhood Development Corporation, 45 Canton St., Hartford, Conn. 06120.
Architects: Hartford Design Group, Hartford, Conn.

Sturgis Community-Schools Council, Community-Schools Director, Sturgis Community Schools, 216 Vinewood St., Sturgis, Mich. 49091.

Sunnyvale Community Service Center, Commander, Patrol Services Division, Department of Public Safety, P.O. Box 607, Sunnyvale, Calif. 94088.

Technical Education Career Center, Assistant Superintendent, Finance & Business Management, Arlington County Public Schools, 1426 N. Quincy St., Arlington, Va. 22207.
Architects: Ward Associates, Arlington, Va.

Thomas Jefferson Jr. High School and Community Center, Assistant Superintendent, Finance & Business Management, Arlington County Public Schools, 1426 N. Quincy St., Arlington, Va. 22207.
Architects: Vosbeck, Vosbeck, Kendrick & Redinger, Alexandria, Va.

Washington, D.C. Community School Program, Assistant Supt., Buildings and Grounds, District of Columbia Public Schools, 415 Twelfth St., N.W., Washington, D.C. 20004.

Wendell Williams Community School, Superintendent of Community Education, Flint Community Schools, 923 E. Kearsley St., Flint, Mich. 48502.
Architects: Nelson, McKinley, Reed & Associates, Inc., Flint, Mich.

Whitmer Human Resources Center, Director, Whitmer Human Resources Center, 60 Parkhurst St., Pontiac, Mich. 48058.
Architects: Urban Design Associates, Pittsburgh, Pa.

3. SELECTED BIBLIOGRAPHY

A Handbook for the Community School Director by Robert L. Whitt, published by Pendell Publishing Company, P.O. Box 1666, Midland, Mich. 48640. $4.95

Community Education: From Program to Process by Clyde LeTarte & Jack D. Minzey, published by Pendell Publishing Company, P.O. Box 1666, Midland, Mich. 48640. $7.50

Education II--The Social Imperative by V. M. Kerensky and Ernest O. Melby, published by Pendell Publishing Company, P.O. Box 1666, Midland, Mich. 48640. $7.50

New Views of School and Community by Julie Rash and Patricia Maloney Markun, published by the National Association of Elementary School Principals and the Association for Childhood Education International, 3615 Wisconsin Ave., N.W., Washington, D.C. 20016. $3.50

Places and Things for Experimental Schools by Laurence Molloy, a joint publication by Experimental Schools of the U.S. Office of Education and Educational Facilities Laboratories, 477 Madison Ave., N.Y., N.Y. 10022. $2.00

The Community School: Basic Concepts, Function and Organization by Frank J. Manley and W. Fred Totten, published by the Allied Educational Council, P.O. Box 78, Galien, Mich. 49113. $7.95

The Community School Principal: New Horizons by Larry Burden and Robert L. Whitt, published by Pendell Publishing Company, P.O. Box 1666, Midland, Mich. 48640. $7.50

The Role of the School in Community Education by Howard W. Hickey and Curtis Van Voorhees, published by Pendell Publishing Company, P.O. Box 1666, Midland, Mich. $4.95

4. UNIVERSITY CENTERS FOR COMMUNITY EDUCATION DEVELOPMENT

For information and counseling services, contact the nearest Regional Center.
1. Alma College; 2. Arizona State University; 3. Ball State University; 4. Brigham Young University; 5. California State University, Northridge; 6. California State University, San

Jose; 7. College of St. Thomas; 8. Colorado State University; 9. Eastern Michigan University; 10. Florida Atlantic University; 11. Miami University; 12. Montclair State College; 13. Northern Michigan University; 14. Seattle Pacific College; 15. Texas A&M University; 16. University of Alabama; 17. University of Connecticut; 18. University of Florida; 19. University of Georgia, 20. University of Missouri; 21. University of Oregon; 22. University of Vermont; 23. University of Virginia; 24. Western Michigan University.

Reports

The following publications are available from EFL, 477 Madison Avenue, New York, N.Y. 10022.

Career Education Facilities A programming guide for the shared facilities that make one set of spaces or equipment serve several purposes. (1973) $2.00

The Economy of Energy Conservation in Educational Facilities Recommendations for reducing energy consumption in existing buildings, remodeled projects and future buildings. Explains the importance of including longterm operating costs and evaluating capital costs of electrical and mechanical systems. (1973) $2.00

Educational Change and Architectural Consequences A report on school design that reviews the wide choice of options available to those concerned with planning new facilities or updating old ones. (1968) $2.00

Environmental Education/Facility Resources Illustrates where and how students learn about the environment of communities and regions using existing and designed facilities. (1972) $2.00

Five Open Plan High Schools Text, plans and pictures explain how five secondary schools operate open curriculums in open spaces. (1973) $3.00

Found Spaces and Equipment for Children's Centers Illustrations of premises and low-budget materials ingeniously converted for early education facilities. Booklet lists general code requirements and information sources. (1972) $2.00

The Green [illegible] the High School Reports on a conference on how to [illegible] secondary schools healthy. Includes the lifestyles of adolescents and ways to accommodate them, open curriculums and alternative education programs. (1973) $2.00

Guide to Alternatives for Financing School Buildings Chart and book explore conventional and unconventional routes for financing school construction. Includes case histories. (1971) $2.00

High School: The Process and the Place A "how to feel about it" as well as a "how to do it" book about planning, design, environmental management, and the behavioral and social influences of school space. (1972) $3.00

The Impact of Technology on the Library Building A position paper reporting an EFL conference on this subject. (1967) $0.50

Joint Occupancy How schools can save money by sharing sites or buildings with housing or commerce. (1970) $1.00

Patterns for Designing Children's Centers A book for people planning to operate children's centers. It summarizes and illustrates all the design issues involved in a project. (1971) $2.95

Physical Recreation Facilities Illustrated survey of places providing good facilities for physical recreation in schools and colleges. Air shelters, roofing existing stadiums, shared facilities and conversions. (1973) $3.00

The Place of Arts in New Towns Reports the experiences of arts in new towns and established communities. Gives insights and models for the support and planning of programs and facilities for arts in new towns. (1973) $3.00

Places and Things for Experimental Schools Reviews every technique known to EFL for improving the quality of school buildings and equipment: Found space, furniture, community use, reach out schools, etc. Lists hundreds of sources. (1972) $2.00

Places for Environmental Education Identifies types of facilities needed to improve environmental education. (1971) Single copies free, multiple copies $0.25

Schools for Early Childhood Examples of new and remodeled facilities for each childhood education. (1970) $2.00

Site Development Goals for City Schools Case histories of urban and suburban school sites. Includes high-rise construction, roof playgrounds, inner courtyards and vest pocket parks, renovation projects and community-school cooperation. (1973) Free

Student Housing A guide to economical ways to provide better housing for students. Illustrates techniques for improvement through administrative changes, remodeling old dorms, new management methods, co-ops and government financing. (1972) $2.00

Systems: An Approach to School Construction Documents the industrialized techniques and materials of systems construction. Systems are essentially an erector set from which a school may be built to suit the demands of any community. Includes case histories. (1971) $2.00

Newsletters

BSIC/EFL Newsletter A periodical recording developments in the systems approach to educational facilities. Free

Planning for Higher Education A periodical produced jointly with the Society for College and University Planning. Free

Schoolhouse A periodical on financing, planning, designing and renovating school facilities. Free

Films

The following films are available for rental at $9.50, or for purchase at $150.00 from New York University Film Library, 26 Washington Place, N.Y., N.Y. Telephone (212) 589-2250.

New Lease on Learning A 22-minute, 16mm color film about the conversion of "found space" into a learning environment for young children. The space, formerly a synagogue, is now the Brooklyn Block School, one of New York City's few public schools for children aged 3-5.

Room to Learn A 22-minute, 16mm color film about the Early Learning Center in Stamford, Connecticut, an open-plan early childhood school with facilities and program reflecting some of the better thinking in this field.

Photography credits: 6,12, Larry Molloy: top left, top right, bottom center; Day Walters: top center, right center; 13, Day Walters; 16, Balthazar Korab: top; Larry Molloy: bottom; 17, Larry Molloy: top, center left, center bottom; Cinema 1976: center right; 20, Day Walters: top left, center left, bottom; Larry Molloy: center right; 21, Day Walters; 24, George Zimbel; 28, Larry Molloy; 29, Day Walters; 32, Chandlee White; 34, Day Walters: left; J. Alexander: right; 35, Day Walters; 42, Courtesy of Nature's Classroom; 43, Courtesy of Sunnyvale Department of Public Safety; 47, Warren Anderson; 49, Courtesy of Urban Design Associates; 50, Anthony Habors: left; Dyke Rivers: right; 54, Jordan Lagman; 58, Courtesy of Zane Anderson & Associates; 61, Larry Molloy: top left, bottom center; Day Walters: top right, middle left, bottom left, bottom right; Laura Slade: middle right; 63, Courtesy of Flathead Valley Community College; 66, Balthazar Korab; 68, Day Walters; 69, Day Walters; 73, Cinema 1976; 85, Courtesy of Caudill Rowlett Scott; 93, George Zimbel.

Designed by Peter Bradford, illustrated by Gary Fujiwara
Printed by Crafton Graphic Company